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ADMINISTRATIVE MANAGEMENT

for FOREST & RANGE EXPERIMENT STATIONS,

30
Report of First Meeting //
50
Washington, D. C.

1-7-'52 - 2-1-'52



Round Table Discussions and Work Assignments on:

Personnel Management

Classification

Other Functions

Information and Education

Fiscal Control

Operation

*Revision of Budgetary and
Accounting System*

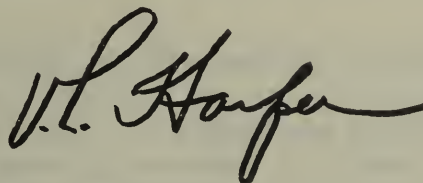
FOREWORD

This is a report of the first meeting of Forest Service Experiment Station administrative officers, at which training courses were given in the basic principles of personnel management and in other aspects of administrative management.

Only six stations were represented at this first meeting, but the results, as judged by comments from participating administrative officers, were so satisfactory that a second meeting will be planned for the administrative officers of the remaining stations.

Many benefits have been derived from this meeting, not the least of which was the opportunity provided for contacts and discussions between the station administrative officers and personnel in the Washington Office. The results of these contacts and discussions will be reflected in a better understanding of mutual management problems and will serve to keep us stimulated in achieving further improvement in our jobs.

I wish to take this opportunity to express my appreciation to those representatives of the Department, the Civil Service Commission, and the divisional offices here who gave generously of their time to make this first meeting a success.

A handwritten signature in dark ink, reading "V. L. Harper". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

TALK GIVEN BY LYLE F. WATTS, Chief, FOREST SERVICE

In my opinion the job of the Administrative Officer at an experiment station, in its largest sense, is nearly an impossible one. I agree with Dr. Harper that it is important for the Administrative Officer to be fully informed about the Forest Service program and the Station's place in it. This, of course, is the responsibility of all the Director's staff. With all working together the administrative officer is in a position to give the kind of efficient and broad service which is badly needed.

After this brief statement about your job I should like to discuss with you some of the problems that are upon us. I believe that the Forest Service is in for a tough year. You, as well as others in the Service, I am sure are aware of this situation and will be prepared to meet the problems as they arise.

First is Civil Defense Mobilization. This movement is getting underway, but is yet to be completed, and then must be maintained. We all have an important part to play in it, both personally and officially.

Another item of growing importance in our current program is Point IV - Technical Assistance to Foreign Nations. Research is called upon especially in this program to provide technical answers that will provide the sound basis for realistic programs in undeveloped countries. We can expect this activity to grow and to make increasing demands upon research and other parts of the Forest Service as the year moves on.

Of very immediate importance to the Forest Service is the over-all need in this country for an expanding domestic economy. This of course, is tied in very directly to our National burden of defense and its effect on the National debt. Among the most important items in our domestic economy is forest products. The Forest Service is now taking a new look ahead regarding the need for forest products and ways for meeting this need. In doing so, we must - in terms of past experience - look ahead to conditions that might at present seem almost impossible. The growth, in demand and importance of forest products during recent years, makes it difficult to place any limit on what the demands may be in future years. To meet these demands we must grow more timber and utilize it more efficiently. This in turn means research and more research!

On the other hand - and this is our dilemma - we must understand and expect greatly increased Federal expenditures for defense, and a corresponding tendency to economize on civilian expenditures despite the demand for increased production of essential materials. We cannot ignore the fact that '52 will be a difficult year.

Pending or suggested legislation is of extreme importance to the future of the Forest Service. First is the bill for the reorganization of the Department of Agriculture. Hearings and related work in this connection have occupied a

considerable amount of time during the past year. This involves the possible transfer of some Interior Department activities to the Department of Agriculture, or some major adjustment instead. Then there is the Tackett Bill (HR-565) which would draw on our receipts to provide for the construction and maintenance of recreational facilities. Another bill pending provides funds for this purpose through stamps. Clearly we must, as an organization, be alert to the effect of all such legislation on the work of the Forest Service.

Our river basin and flood control program is growing constantly in volume and intensity. Many problems remain to be worked out.

I think we all know that the Forest Service is in no way connected with partisan politics. The record will confirm this statement, some outside critics to the contrary. But we are very definitely involved in non-partisan political thinking on many far-flung activities having to do with the economic and social welfare of the country. We are not working in a vacuum. We must realize this and do our job accordingly.

Forest Service work is taking on the proportions of "Big Business". Last year our receipts were approximately fifty-six million dollars. During the first six months of this fiscal year they were forty-one million dollars - fourteen million dollars higher than for the corresponding period of the previous fiscal year. It is very likely that the total national forest receipts this year will be about seventy million dollars. This indicates very definitely that these properties are more than paying their own way, including the cost of research and of many public service activities. Through protection and management these resources are being built up on the ground, and in connection with economic developments throughout the country, their value is increasing very rapidly.

What we have been talking about points up the importance of information and education. Station personnel must assume an ever increasing share of the responsibility for this work. All in all, the whole picture is bigger than the business manager's job, and bigger in fact than any individual part of the Forest Service. The size of the task is no reason for feeling discouraged. If we were not involved in problems of this type and magnitude we would die on the vine.

TRAINING OUTLINE FOR STATION ADMINISTRATIVE OFFICERS
Round-Table Discussions

<u>Date</u>	<u>Subject</u>	<u>Leader</u>
January 7	A. GENERAL ORIENTATION (p. 1)	
	1. Research	W. H. Larrimer
	2. Personnel Management	H. D. Cochran
	3. Objectives of Training Session	P. B. Hinkelman
	4. Responsibility for Administration of the Classification Act	
	(a) Civil Service Commission	Willard H. Morris <u>1/</u>
	(b) Department	Carl Barnes <u>2/</u>
	(c) Forest Service	P. B. Hinkelman
	B. BASIS FOR CLASSIFYING POSITIONS (p. 1)	L. B. Anderson
	1. Compliance with Classification Act and standards issued by C.S.C. and Forest Service	
	2. Type and level of work involved (series and grade)	
	3. Effect on organization and organ- ization on positions	
	(a) Position charts	
	(b) Functional charts	
	(c) "Major" and "minor" organ- izational changes	
	4. Legality of action	(Edna H. Lane)
January 8	C. GATHERING BASIC DATA (p.3)	
	1. Position-classification question- naires	D. E. Bradfield
	2. Forms 75A	
	3. Desk and job studies	
	(a) Personal interviews	
	(b) Percentages of time	
	4. Consultations with employee super- visors	
	5. Organization charts (lines of authority)	H. C. Bradshaw
	6. Overlapping responsibilities	
	(a) Use of organization and position charts	
	(b) Checking other positions in the same or related unit	(Ruth P. Foltz)

D. PREPARING DATA FOR CLASSIFIER (p. 5)

Ralph A. Shull

1. What position descriptions should include
2. How descriptive material should be presented
3. Use of plain and understandable language
 - (a) Avoidance of ambiguous terms, such as "handles", etc.
4. Distinction between position descriptions and specifications
5. All facts and data present

(Edna H. Lane)

January 9

E. ANALYZING DATA (p. 7)

1. Application of standards
2. Titles and specializations
3. Grade levels
4. Effect of supervision received or exercised
5. Comparison with allocated positions
6. Qualifications required in the position and their relation to allocation
7. Effect of Mixed-position Policy

Robert Bain

Jerry Roch

(Edna H. Lane)

(Ruth P. Foltz)

F. ADDITIONAL IDENTICAL AND VICE ACTIONS(p.12)Section Staff

G. POSITION CHARTS (p. 12)

Section Staff

H. ADVANTAGES OF POSITION CLASSIFICATION(p.13)P. B. Hinkelman

1. Description of current organization
2. Instrument of administration
3. Maintenance of service-wide uniformity
4. Facilitation of personnel processes
5. Budgetary uses
6. Maintenance of organizational relationships
7. Aid to good employee relations

January 10

I. FOREST SERVICE CLASSIFICATION REVIEW PLAN (p. 16)

L. B. Anderson
(P. B. Hinkelman)

J. SPECIFICATIONS (p. 17)

1. Legal background

B. A. Neary 3/

2. Organization of specifications work
 - (a) Civil Service Commission
 - (b) Department
 - (c) Forest Service
 - (1) Furnishing basic data
 - (2) Review of tentative definitions and standards

Ruth P. Foltz

K. WAGE ADMINISTRATION (p. 18)

1. Policy
2. Procedures
3. Wage schedules
4. Problems presented by emergency

T. T. Townsend 4/
P. B. Hinkelman
Edna H. Lane

January 11

L. STANDARDS FOR SECOND POSITION IN BUSINESS MANAGEMENT (p. 21)

thru

January 18

1. Review questionnaires and related material
2. Review organization now existing at various stations
3. Group discussion of project

Warren Tracy 5/
and
Adm. Officers

January 14
12:30-2:00 pm

Training (Moved forward from Jan. 22 because of travel schedule)

K. D. Flock

January 16
10-11 am

Responsibilities of Station Administrative Officers

Lyle F. Watts
V. L. Harper
E. W. Loveridge

4. Writing tentative standards
5. Review of tentative standards with Classification Staff
6. Obtain necessary Forest Service clearance of proposed standards
 - (a) Personnel Management
 - (b) Research
 - (c) Operation
7. Present to Department
8. Preparation of circular for transmittal to field

Classification
Section

January 21

M. OTHER TRAINING ACTIVITIES (p. 22)

1. Personnel Management
 - (a) Employment

Fred H. Miller

	(b) Employee Relations and Welfare	Perkins Coville
January 22	(c) Safety	Seth Jackson
	2. Information and Education	Dana Parkinson
January 23	3. Fiscal Control	H. E. Marshall
	(a) Joint Program for Improvement of Accounting	T. R. Pacl
	(b) Fiscal Procedures	J. R. Smith
	(c) Internal Audit	L. W. Darby
January 24	4. Operation	
	(a) Procurement and Supply	Harry Ramm
	(b) Review of Apportionment Requirements	Gordon Fox
January 25	(c) Special problems in connection with Personnel Limitations	Gordon Fox
	5. "Show-me" trip to Beltsville Research Center	
January 28 thru 30	4. (c) Continued	Gordon Fox
	(d) Administrative Management	Gordon Fox
		Gordon Gray
January 31 thru Feb. 1	6. Revision of the Budgetary and Accounting Instructions for Application to Research	T. R. Pacl
		Gordon Gray

1/ Willard H. Morris, Group Leader, Personnel Classification Division, U. S. Civil Service Commission

2/ Carl Barnes, Allocations Section, Classification Division, Office of Personnel, U.S.D.A.

3/ B. A. Neary, Specifications Section, Classification Division, Office of Personnel

4/ T. T. Townsend, Salary and Wage Administration Section, Classification Division, Office of Personnel

5/ Warren Tracy, Classification Officer, Region 2

SUMMARY OF PROCEEDINGS
OF THE
STATION ADMINISTRATIVE OFFICERS' TRAINING SESSION

January 7 through February 1, 1952

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The morning of January 7 was devoted to a general orientation in the objectives of the session (Part A). The meeting was formally opened by Dr. Larrimer, who stated that while requests for a meeting of Station Administrative Officers had been received from time to time in the past, this was the first attempt to hold such a meeting. He described, in general, the purpose of the meeting as set forth in the agenda. In addition, Dr. Larrimer emphasized the importance of Administrative Officers keeping currently informed and abreast of the ever-changing (streamlining) aspects of good administrative management, through extra-curricula study, and through affiliating themselves with associations, societies, etc., organized for the purpose of management improvement. Also, that A.O's, should eventually reach the point where they may be able to actively contribute to management improvement through submission of papers and articles for administrative journals, etc.

Dr. Larrimer's discussion was supplemented by Mr. Cochran and Mr. Hinkelman, who described specifically the ground to be covered in the first two weeks.

A comprehensive outline of the relationship of the Civil Service Commission to the Department of Agriculture, and through the Department to the Forest Service, was presented by Mr. Willard H. Morris, Group Leader, Personnel Classification Division, Civil Service Commission. Mr. Morris stressed the desire of the Commission to maintain good working relations with the various agencies and to help in solving specific problems whenever they arose.

Mr. Carl Barnes, Chief of the Allocations Section, Division of Classification, Office of Personnel, discussed the decentralization of classification authority. He pointed out, in this connection, that a classification officer must have his superior's confidence and at the same time be on good working terms with the various officials in the organization.

The following comments are the highlights of other items on the agenda. Where the material is too lengthy to be included in this report, it is attached as an appendix.

FUNDAMENTALS OF POSITION CLASSIFICATION

B. Basis for Classifying Positions

The Classification Act of 1949 provides the basic plan for classifying positions in the Federal Service. The authority and responsibility for position classification vested in the Commission and the Departments spring

from this charter. Prior to the passage of the 1949 Act, the 1923 Classification Act, as amended by some ten or more later acts, and as amplified by a number of Executive Orders and Comptroller General's decisions, formed the basis for the classification of most of the positions in the Executive Branch of the Government. (See Appendix #1) Through the years classification has emerged as a distinct and important part of personnel administration. Although substantial progress has been made, it is apparent that such remains to be accomplished; in fact, classification must undergo continual changes if it is to keep abreast of conditions in the Civil Service system.

Titles I and III of the Classification Act of 1949 set forth the basic policy and plan for the classification of positions subject to the provisions of the Act. Title V charges the Civil Service Commission with the responsibility of prescribing the rules, regulations, and procedures for carrying out the policies and provisions of the Act, and for determining agency compliance by inspection.

The Civil Service Commission has issued a "Handbook of Occupational Groups and Series of Classes" and Position Classification Standards for numerous series and classes of positions. These standards set forth the type and level of work involved and compliance with them is mandatory under the Classification Act of 1949.

The Departments obtain their legal authority for taking final classification action from Title V of the Classification Act. This Title requires the Departments to place each position through grade GS-15 in its appropriate class and grade and to change the series and grades of positions when warranted. Positions must be described and allocated prior to any appointment action, since the appropriate allocation of a position provides the basis for payment of compensation and personnel actions unless changed by a certificate issued by the Civil Service Commission correcting improper allocations found on post-audit. Within certain limitations and geographic areas, authority to take final allocation action has been delegated to various Forest Service representatives.

To perform duties involving the classification of positions requires an intimate knowledge of the various laws and Civil Service regulations, and the regulations contained in Chapter 6, Title 8, Administrative Regulations issued by the Department of Agriculture, as well as the Forest Service Manual. Also required is a knowledge and understanding of the Forest Service organization, since organization and classification principles are used hand-in-hand as tools of management in conducting a program of work. Classification methods aid in establishing and maintaining an efficient and logical organization by preventing the duplication of responsibilities and inequities in pay. Organization likewise can materially affect the allocation of positions, since it frequently determines the scope of the work involved and prescribes the supervision exercised and received.

Functional charts provide, in both graphic and verbal form, the basic

pattern of organization within the Department of Agriculture and within the Forest Service. The statement of the functions to be performed by each component unit of organization indicates the scope and type of work assigned and thus determines in a broad, general way the series and classes of positions required for its accomplishment.

The Department of Agriculture uses functional charts in controlling the internal organization of its various offices, bureaus, and agencies. In the Forest Service, functional charts are required by organizational levels as follows: Chief's Office: (1) Bureau, (2) Branch, (3) Division, and (4) Section or Project; Field Service: (1) Region or Experiment Station, and (2) Division. Any proposed change in organization at or above the field divisional level, such as the realignment of functions between approved organizational units, the establishment of new or the elimination of existing units must be approved by the Department Office of Personnel. These are major organizational changes which must be approved before classification action may be taken.

Changes in organization, such as the establishment of a new research center, or consolidation of field units below divisional level in a region or at an experiment station are considered to be minor organizational changes so long as they do not affect the approved organization of the Station, Region, or Chief's Office. Such changes can be made under the authority of the Director or Regional Forester, but generally only after concurrence by the Chief's Office.

Position charts are essential to good classification, since they provide detailed outlines of subdivisions within the approved organization, as depicted by the functional charts. They should show a complete listing of the positions established in each organizational subdivision, regardless of whether they are filled or vacant (See Appendix #2 and Part G). They are maintained in the Chief's Office from information provided by the stations as to the positions currently allocated under delegated authority, and the appointment actions that have been taken.

Position charts provide essential information regarding positions and organization needed by the Chief's Office and the Department. Classification actions involving key positions are subject to final allocation by the Department Office of Personnel. In addition, certain other positions must be submitted to the Chief's Office for pre-audit approval before final classification action may be taken.

C. Gathering Basic Data

There are several acceptable methods of gathering the basic information needed to describe and allocate a specific position or group of positions. The most common of these are (1) questionnaires, (2) having employees describe in writing the work they are doing, (3) having supervisors describe in writing the duties of proposed or vacant positions, (4) actual desk-audits, and (5) a combination of desk-audits and questionnaires or written statements.

The questionnaire or written statement method is generally the most effective where a number of positions in an organizational unit are being reviewed, or where the review involves a considerable number of like positions throughout a jurisdictional area. Questionnaires usually bring out the scope and difficulty of the work involved, relationships with other positions in the organizational unit, the individual responsibilities assigned, authorities delegated, etc., as well as the percentage of time devoted to different tasks.

The Civil Service Commission has developed a "Guide for Writing Position Descriptions", Form 75A, and suggests its use whenever employees are required to describe the work they are doing. However, the use of the Form 75A outline in writing position descriptions is not mandatory except for positions requiring allocation by the Civil Service Commission (super-grade positions, GS-16 and above). In the Forest Service Form 75A is used more as a questionnaire.

In an organizational unit where the work is expanding or contracting, information for classification purposes can best be obtained by discussion with the employee supervisor.

In other cases, as where an individual employee has gradually assumed additional duties and responsibilities, an actual on-the-ground desk audit and discussion with the employee is generally best.

Too much emphasis cannot be given to the need for putting employees at ease if a position classifier or other individual surveying or auditing the positions is to obtain the information he needs. The purpose of the audit or survey should be explained, and the employees should be assisted in telling their stories, not by putting words in their mouths, but by discreet guidance and questioning designed to bring out the full scope of their responsibilities and assigned duties.

Attached is an appendix (Number 3) covering a talk given to a group of secretaries in the Washington Office to acquaint them with the "Responsibilities and Duties Characteristic of Secretarial Positions" and to aid them in describing their responsibilities and duties in the event of an audit by representatives of the Civil Service Commission or Department. It illustrates one type of advance planning that can be done before actual desk audits are initiated.

The problem of gathering complete basic data and information should be well considered, regardless of whether one or several positions are involved, to determine which method to use. Insofar as possible, the method selected should be the one which will cause the least interruption to going work, be the most economical in time and money, and yet will produce the desired information.

So far the Forest Service has not established any standard procedure for obtaining basic information for classification purposes. The position

classifier or person responsible for obtaining the basic data from the employees usually determines the method to be used.

D. Preparing Data for a Classifier

A "position description" has been defined as a written statement of organizational relationships and of the duties and responsibilities assigned by responsible authority. As such it sets forth the facts that form the basis for proper allocation. It gives a new employee a list of what his duties are and the supervisor a chance to discuss them with him. Likewise it can be utilized in the recruitment of new employees.

Position descriptions should, however, be designed to meet the needs of those who will use them. (It has been noted that when descriptions are written to meet the needs of the position classifier, they usually satisfy the requirements of others who use them.)

For classification purposes, position descriptions must provide the information necessary to determine the kind of position (occupational series classification) and the level of its difficulty and responsibility (grade). Series classification can usually be determined from the over-all aspects of positions.

Reasons for differences in grade allocations usually can be found in the details of differences in difficulty and responsibility of the work. Therefore, position descriptions should present sufficient information to establish the relative difficulty and responsibility of the work, but to avoid confusion they should omit details which do not bear on those points. What is relevant and irrelevant can be determined best through an understanding of what we call allocation factors.

Seldom, if ever, does a description of anything require reporting every detail of every aspect of a subject. The best descriptions are those which give an over-all picture and concentrate on the more important aspects.

Many details about a position may be unimportant to its classification. On the other hand every position has certain points which are essential; writers of position descriptions are therefore confronted with the basic question: Which points are important?

The following is a list of points which will be found helpful in assembling the information for and describing a position:

1. Explain exactly where the position is located organizationally and what is the specific function and purpose of the particular position.

2. Discuss where the position fits into the general operating system and its specific function and purpose. Explain where the work comes from, in what state of completion it comes to the occupant of the position, what is then done with it, and where it goes when it is finished.

3. Record these details which are considered differential factors of the job. Where does the operator work? With whom does he come in contact? What are the precise acts that constitute his work? Not all jobs will require the same degree of detail, but the description writer must be able to select those that do, and enter the details when necessary.

4. In addition to stating what the duties and responsibilities are, explain the "why" and the "how" of the work enough that it can be understood by one who has a general but not an intimate acquaintance with the functions of the unit in which the position exists.

5. Statements like "unusually difficult assignment" are conclusions, not descriptions; the description should present facts to show how difficult the work is by telling what the characteristics of the assignments are.

6. Recording the "know how" of a job is of prime importance, for how the work is performed is directly related to the methods used by the employee in task accomplishment. The use of machinery, equipment, tools, precision measuring instruments, in the routine procedures of the job ought to be recorded. Mental requirements of a job would require the same scrutiny. What are the necessary mental applications required by the job? What are the ultimate methods of doing the job which are left to the judgment of the operator?

7. Avoid vague terms such as "maintains," "handles," "checks," "prepares," "takes care of," "assists," "designs," etc. Tell exactly what the occupant of the position does when he "maintains records," "handles correspondence," "checks plans," etc. A division chief "handles" correspondence, but so does a messenger. A typist "prepares" statistical tables, but so does a statistician. A draftsman may do some "designing," but so do engineers--at a wide variety of grade levels.

8. Words which compress expressions of functional duties into a mere statement are valueless. As an example, in describing a job of chain-saw operator to say "usual hazards of wood-working equipment" would be meaningless inasmuch as the evaluator would not know whether the planer, jointer, rip saw, shaper, or other hazardous woodworking equipment was referred to.

9. Personal pronouns should not be used. If it is necessary to refer to the incumbent use such a term as "employee".

10. For employees who work on projects such as research--no one project, or a few projects, should ordinarily serve as the sole basis of a position description. A description written on that basis can be rendered obsolete by a change in project assignment.

11. If a point is difficult to explain, give an example. If the example is brief, it may be included in the body of the description. If it requires considerable space or if it can be used to illustrate several points at different places in the description present it separately as an attachment.

12. In preparing information to submit to a classifier, write up the job description as you believe it should be stated, and supplement it with a statement of details and samples (if possible) of the work which will illustrate the degree of difficulty involved.

13. In preparing descriptions for positions not covered by Civil Service Commission specifications it will facilitate review by the classifier if information is furnished as to how the recommended grade was arrived at--showing references to the standards that were used, etc.

14. Phrases should not ordinarily be copies from the standards. Be concise, but do not sacrifice clarity for brevity.

15. Where it becomes apparent the data available are insufficient the writer should stop immediately and get the necessary information. There is no place in job preparation or evaluation for guess work or "faked" job descriptions.

16. All job descriptions should carry the initials of the person who compiled them. Requiring this usually improves the quality of the description.

17. The length of a position description is of about the same importance as the length of a letter. It should be long enough to accomplish its purpose. It should be concise enough that it will not waste the time of those who must read it.

E. Analyzing Data (Analysis and Application of Available Criteria and Information in Classifying Positions)

We have seen how the Classification Act of 1949 provides the basic concepts of position classification, to be developed and administered under the general responsibility of the Civil Service Commission. Therefore in allocating positions to series and grades and in titling positions, we are required by law to adhere to applicable standards (Class Specifications) issued or approved by the Commission. Where standards have not yet been developed for a particular series, the Act requires that positions be allocated consistently with the most nearly comparable official standards. As an aid in situations of this kind the Forest Service has developed unofficial or interim standards for several classes of positions. Our own Administrative Officer position is one example. Also, during this meeting, we shall help to draft similar unofficial standards for the Office Manager position at the Stations. Except for positions falling in Occupational Group GS-300, most Forest Service classified positions are covered by published standards.

Applying standards--Generally speaking it is not difficult to determine the applicable standards for professional positions at the Stations, since these are for the most part covered by published standards--i.e., Forestry Research, GS-461-0, Range Management and Conservation Series GS-454-0, and

the Forest Economics Series GS-118-0. These standards and the specializations provided therein conform to the logical separation of research activities. There are also published standards for other positions occurring frequently, such as the Forestry Aid Series GS-462, Clerk-Stenographer Series GS-312-0, etc. The difficulty occurs, in varying degrees, when positions are either mixed as to grade levels and series, or are not yet covered by published standards.

In determining the proper series for a proposed position the first step is to review the Civil Service Handbook of Occupational Groups and Series of Classes. This will generally suggest one or more series which in turn will need to be reviewed to determine applicability. With these aids, the series which most nearly fits the position under consideration usually can be determined.

The proper study of applicable standards is one of the keys to competent analyses of positions. It is not sufficient to review a particular class within a standard. Also to be studied are: general definition of the series, introduction, inclusions, exclusions, explanatory statements describing work contemplated by the series, specializations involved, coverage of pertinent allocation factors, and qualification requirements. In comparing a position with a standard it must be borne in mind that standards are not intended to be complete or all-inclusive, but are to be used as guides in evaluating the characteristic work elements involved.

Positions not covered by official or unofficial standards present generally a more difficult problem. Often they may be compared with previously established positions which serve somewhat as precedents. In addition it is usually possible to locate standards that compare with many aspects of the job in question, such as some of the actual duties, supervision received or given, degree of difficulty and responsibility involved, place in the organization, and qualification requirements.

Applying class titles--The official class titles that appear in published standards must be used on classification sheets and also for all other personnel, budget, and fiscal purposes. Since the Commission is gradually extending its standards, series by series, it is necessary to revise certain class titles from time to time. The Commission announces such changes by issuing transmittal sheets to the Handbook of Occupational Groups and Series of Classes. To insure its reliability as a guide for allocation purposes it is important that this handbook be kept up-to-date. Where standards have not been published, class titles which are most descriptive of the work should be used.

The requirement that official class titles be used for personnel, budget and fiscal purposes does not preclude the use of "working titles" for internal administration, public convenience, or similar purposes. For example, the classification title of the officer in charge of an experiment station is "Forester (Research Administration)", although the working title "Director" is used in correspondence, public contacts, etc. to better denote that he is the officer in charge of a station.

Analyzing grade levels--After having decided upon the proper series for a position, perhaps the most delicate step is the determination of grade or "class", particularly since this controls the pay of the position, and program administrators usually are more concerned with the grade than with the title. In most positions in the Forest Service all the duties are not of the same grade level. In addition, many are mixed as to fields of work. The unmixed position does not present as many factors to consider, in arriving at the grade intended for it by the Classification Act, as does the mixed position.

Where standards are available, all classes in the series should be analyzed and compared, particularly those immediately above and below the grade which seems at first study to fit the position in question. Appendix 4, "Comparison of Grade Levels in the Forestry Research Series GS-461-O", illustrates the way grade levels are to be compared in studying standards for a series.

Some standards provide grade-determining formulas where positions within the series are characteristically mixed as to levels of difficulty. These guides appear in such series as Clerk-Stenographer, Clerk-Typist, and Secretary.

It is well to remember, that the appropriate grade, should be based on as objective a study of the position as the classifier can make, and not a grade that was selected because it was recommended by a supervisor who is unfamiliar with classification principles.

Our objective should be to get the most accurate classification that can reasonably be obtained, in order that increases in responsibility will be adequately reflected by increases in grade and that definite career ladders will be built and morale not lowered through the prevalence of cases of incorrect classification.

We should allocate a job as it will continue for a reasonable period, and not on something that is found in it today, but which may not exist there tomorrow or next week.

Effect of supervision received or exercised--The type of supervision to be received affects the grade of the position. Therefore it is necessary to make a thorough analysis before proper allocation can be achieved. The following terms are recognized as denoting types of supervision: "immediate", "general", "technical", "administrative"; another type is "general direction". None of these terms has a direct relation to any given grade. Other factors must be considered, in conjunction with supervision received, in order to arrive at the grade of a position.

(a) Immediate supervision indicates the greatest amount of personal supervision and control received from above. The supervisor makes assignments; determines flow of work, instructs employee as to objectives, procedures to follow, methods to use. Individual employees are not allowed to deviate from the instructions. The term does not mean however, that if the employee

is properly trained his work need to be checked at every stage.

(b) General supervision indicates that after receiving assignments, the employee has leeway to determine what methods to use to accomplish the work. A principal characteristic of general supervision is personal accountability for accomplishing prescribed results and objectives. The employee is not expected to refer matters of detail to supervisor, and he is relatively free from control and guidance while work is in progress.

(c) Technical supervision generally connotes guidance received on problems within a specific technical field, such as the relationship contemplated between a Forestry Aid and a professional forester. A Forestry Aid may be administratively assigned to work under the technical supervision of a Forester (Mensuration) whereas he receives his overall supervision from a Forester (Research Administration).

(d) Administrative supervision implies supervision as to work assignments, priority, etc. but with freedom from supervision as regards the "technical" phases of the work. This situation may occur when it is necessary to establish a unique position in a specialized technical field of work within an organization where the program administrator is trained along other professional lines.

(e) General direction indicates an extremely general and somewhat remote control that manifests itself only on occasions. Usually pertains to station directors, division chiefs, or other higher grade positions where supervision is very remote and employee has much freedom in assignments, in formulating work programs, etc.

Supervision exercised--Supervision exercised is merely one factor to be considered in the allocation of a position. More important than numbers of employees supervised are the grade levels and class allocations of employees supervised, since these items indicate the difficulty, variety, and scope of the work supervised. Other important factors are the place of the supervisor's position in the organizational structure; the extent of his responsibility for the work supervised as measured by the authority delegated to him; whether he functions under administrative supervision only or under technical supervision as well; whether his supervisory responsibility is immediate, intermediate, or final; whether authority to act has been delegated to employees under his supervision, or whether he personally performs certain routine duties; whether his responsibility extends to the planning as well as to the production of the work supervised.

In many cases grade controlling factors are provided by duties and responsibilities which are essentially nonsupervisory in character. This may be true especially when positions requiring a higher degree of professional competence are involved, and it is not desirable for the incumbent to divert his energies to supervisory duties.

Comparisons with allocated positions and the existing organization--Before positions are finally allocated they must be compared with existing

positions in order to check the accuracy of the evaluation, to maintain equity in the organization, and lastly to prevent conflicts in duties and responsibilities. For example, in setting up a new position, unless it contains new work assignments or responsibilities which are being added to the organization, it may be found in comparing it with other position descriptions in the same or related units, that it contains part of the same duties and responsibilities they contain. The position classifier must know enough about the functions and practices of a variety of occupations to permit an understanding of the scope of a position when he has only the limited information supplied in a position description. He must also have studied the relationships between the position he is classifying and other positions associated with it, because degrees of responsibility are often determined through study of functions, structure, and flow of work of the organization. Functional organization charts are often useful in this regard.

Qualifications required in the positions and their relation to allocation-- Each classification standard for a class includes a statement of the qualifications required of occupants of positions in that class. This statement sets forth the knowledges, abilities, and other standards used in determining whether an employee meets the requirements for appointment or promotion to the position.

Because of the qualification requirements it is difficult, and sometimes impossible, to place individuals in certain positions. For example difficulties are encountered in transferring foresters from Series GS-460-0 to GS-461-0 because more positive educational requirements or research experience is attached to GS-461-0. Within research we also have trouble in transferring a forester from Series GS-461-0 to GS-118-0, Forest Economics Series. (The Commission is working out procedures whereby in certain instances individuals may be given training assignments in order to meet the qualification requirements of other classes of jobs.)

Particular qualifications requirements can determine series allocation. For example, the requirement of ability as a stenographer or typist takes positions out of the general clerical or other series and makes allocation to the Clerk-Stenographer or Clerk-Typist series appropriate up through grades GS-4 and GS-3 respectively. For positions above these grade levels, the qualifications are indicated by the inclusion of stenography or typing as a parenthetical part of the title--i.e., Clerk (Stenography) GS-301-5, or Clerk (Typist) GS-301-4.

Effect of mixed-position policy--As discussed previously, if a position involves duties that fall in two or more different series or the duties involve more than one grade level the position is referred to as "mixed". The Civil Service Commission's circular DC 635 covers the policy with respect to the grade allocation of positions mixed as to different levels of work. Appendix No. 5, "Effect of Mixed-Position Policy", contains items of information that clarify the application of the mixed-position policy.

Post-audits (importance of properly analyzing jobs before allocating)--

In analyzing data and recommending allocation of positions to various series, classes, and grades, it must be kept in mind that all positions in the field service are now subject to post-audit by the Civil Service Commission. It is not sufficient to describe positions to justify grades; the employees must actually perform those duties, for the classification surveys made by the CSC involve actual desk-audits. One of our important responsibilities is to keep informed on what employees are doing and to advise the Director and Division Chiefs of changes in order that appropriate action may be taken to keep the duties statements current or to insure that employees function at the level contemplated by their positions. Difficulty may be encountered in organizational units which may not be staffed in accordance with the organization originally approved for them. Whenever our own Administrative Officer positions are audited, it is important that a good presentation be made of our over-all responsibilities, not only to avoid any adverse action, but also so that our positions may be used as typical examples, if and when the Civil Service Commission develops standards for them.

F. Additional Identical and Vice Actions

After a position has once been properly established and allocated and an employee placed in it, it may develop he is unable to perform any or all of the duties either because of excess volume of work, because of absence from the job (as for extended sickness), or for some other similar reason, and, therefore, another employee may be required in the same position. In placing another employee in the same position the type of action is referred to as establishing an "additional identical position".

As indicated in paragraph 87 of Title 8 of the Administrative Regulations an "additional identical position" is a position that has duties and responsibilities identical in all respects to those of a previously allocated position in the same schedule, grade, class, and organizational unit, having the same headquarters, and reporting to the same immediate supervisory position.

On personnel papers such an action is identified by placing "i.a." after the position number.

The additional identical procedure is also used to staff a position when the original incumbent is away on military furlough.

A "vice" action is the placing of an employee in a position formerly occupied by another employee. The action may be made effective on the same day that the first employee vacates the position or it may occur later.

In placing a new employee in a vacated position the employment officer is responsible for determining that no change has occurred or is contemplated in the duties of the position or in the organizational location since the position was originally allocated.

G. Position Charts

As indicated in the discussion under "B" above, position charts not only

provide a detailed outline of subdivisions within an approved organization, but also a list of all allocated positions, both vacant and filled.

In the Chief's office the incumbency of the positions shown on the various charts is kept up-to-date by posting the changes reflected on copies of personnel actions as they are currently received from the various field offices.

It has been said that "if the organization chart does not simplify the presentation of the organizational data, it has failed to accomplish its mission." In other words it is supposed to be a picture of the organization.

In reviewing the charts for the various Stations it was noted there are about as many different styles of preparation as there are Stations. This is probably due to misinterpretations of the instructions in Paragraph 105-107 of Title 8 of the Administrative Regulations. Therefore, with the idea of obtaining charts showing more clarity of presentation, by being prepared on a uniform basis, it was decided to distribute sample sheets from the Southern Station's current chart, the style for which is based on detailed instructions furnished some time ago by the Chief's office. Appendix No. 2, contains these sample organization sheets and a few pertinent instructions.

It is well to remember the following points in connection with any chart:

1. Complex composite charts attempting to present too much data are sometimes more confusing than helpful. A complex situation cannot be made simple by merely crowding all of the details into one chart.

2. In many cases complexity can be overcome by the use of master charts and unit charts. The master chart presents the major subdivisions of the organization. Unit charts each give the details of a given subdivision.

3. Generally, the master chart should be drawn on one sheet, and each unit chart shown on a separate sheet. The number of charts required naturally depends on the size and complexity of the organization. As many should be constructed as are required to show the complete picture in a clear, understandable, and easily legible fashion.

4. Oftentimes, the chart designer forgets or fails to realize that the chart is prepared to be read by others, and consequently, injects into it techniques of presentation which are clear to him, but not to those who will use the chart.

5. Charts are usually prepared so that lines of authority run from top to bottom.

6. The chart maker should be consistent in the data contained in the boxes of the chart.

H. Advantages of Position Classification

Position descriptions serve many purposes. They serve, for example, to

assist the training officer in understanding the purposes for which employees are to be trained; to promote clarity and uniformity of understanding whenever there is need for two or more persons to understand a position the same way; to assist supervisors in explaining new assignments to employees; and for study by supervisors to see ways to improve work methods or organizations.

Organizations are made up of positions, just as machines are made up of parts. A position description is a kind of blueprint of one of the parts of an organization.

There are four main types of organization--Line, Staff, Line and Staff, and Functional.

(a) Line is the simplest form of organization and is particularly adapted to operations where the problems of rapidity of decision and quick action are of prime importance. Each officer is in charge of his subordinates and accountable to his superiors for the work of his subordinates and himself.

(b) Staff is usually adopted as an organization grows. The line officer must be "bolstered", so to speak, and therein arises the necessity of staff. One individual cannot cover all the eggs--he needs advice and counsel. This is the essential function of the staff in an organization. The line represents the authority of man--the staff, the authority of ideas. There are few Forest Service officers who have a pure staff job; normally they carry some line authority, even though it is limited.

(c) Line and Staff is an organization where the authorities of line and staff are interrelated. In such instances, the officer concerned is usually a staffman responsible for a special activity or function of work.

(d) Functional organizations are those in which all the functions of a particular activity within a forest or work center are delegated to one officer. This officer is delegated, for example, the authority and responsibility for all phases of silviculture, or of mensuration, or of spoils bank reclamation. He would handle both line and staff functions completely.

Few organizations are wholly line, staff, or functional in character. Most are combinations of these organization structures and types. The Forest Service is just such an organization; it combines all the types of organizational structure.

In every organization an employee should be responsible to only one supervisor, and know who he is. Each supervisor should know those for whom he is responsible and those whom he directs. Finally, this should be clearly shown on the organization chart and it should actually (not theoretically) so function.

When positions are classified in a uniform manner it facilitates the work of management, the budgeting of funds for salaries, the processing of personnel actions, the work of position classifiers, and so on.

Control of the position is management's chief means of controlling the direction and pace of productive effort. When occupied by a worker, the position becomes a dynamic unit which gives life to an organization.

Positions are not classified by application of the theories and principles of chemistry, accounting, forestry or other technical fields. Therefore it is incorrect to state that just because a position classifier has not had actual work experience in such a technical field he is not qualified to classify positions found in such work.

Positions are classified on the basis of their occupational specializations and the relative difficulty and responsibility of their work. Such evaluations must be made in terms which are applicable to all positions. The factors to be measured must be common denominators of all the positions to be evaluated. The position classifier is skilled in analyzing and evaluating positions in terms of such factors as they appear in different ways and in differing degrees in many fields of work. He does not have to be a chemist to analyze and evaluate a chemist's position.

Classifiers do need occupational knowledge but only to the extent necessary to understand the applicability of classification standards to it, not to the extent necessary to do the work. To reason otherwise would require a classifier for each occupational specialization, and would deny that any would be qualified to review classifications for consistency across occupational lines. Specific and extensive occupational knowledges are required for presentation of information about the positions to be evaluated and for participation in the development of standards. This is why the classification system requires that subject matter specialists be consulted when standards are being developed and that position descriptions and other information be obtained from persons experienced in the work of each position to be classified.

Every position is composed of assignments of duties and responsibilities, it does not depend for its existence or identity upon whether or not it is occupied by an employee. It exists as a vacancy before it is occupied by anyone and it continues its status as a vacancy when an incumbent is separated from it. A vacant position is characterized by its duties and responsibilities quite as much as an occupied position, and therefore is classified on the same basis. Thus the concept of a position is distinct from the concept of an employee, and oftentimes to insure proper classification it is necessary to stress the distinction between the characteristics of a position and the characteristics which the employee occupying it may happen to possess or lack.

Normally the same position, its duties and responsibilities unchanged, may be occupied successively by different employees whose individual qualifications, although perhaps varying greatly, have not affected the basic operations of the position as indicated by the assignments of work and the delegations of responsibility involved.

I. Forest Service Classification Review Plan

The Department requires that each position be reviewed at least biennially to see if the duties shown in the description agree substantially with the work and responsibilities currently assigned to its incumbent. There are several methods for checking the adequacy of current job descriptions, the most formal being post-audits by a classification delegate. Other methods are reviews of (1) employee-prepared questionnaires and (2) the "Statement of Duties", by the supervisor and employee affected. The Forest Service Review Plan (see F.S. Supplement No. 41 to 8AR-102 dated 4-19-51) places responsibility on each supervisor reviewing job descriptions for positions in his unit with the employees concerned. Where such review shows that a description is not current, either the employee's duties and responsibilities must be made to conform to the position description or the description rewritten. Further, the plan contemplates periodic reviews or audits on the ground by the station's classification officer.

Thus we see that actually three groups of employees share direct responsibility for insuring the currency of position descriptions: (1) employees' supervisors, (2) incumbents, and (3) the personnel or classification officer. The Administrative Officer normally heads the Review Plan for the station. His job is to see that all levels of the Station receive adequate instructions and that the project is carried through properly.

The plan as now written provides that positions, when reviewed and found to be accurately described, will be endorsed with initials and date on the margin of the classification sheet. However, the Performance Rating face sheet may be used for this purpose by including a block at the bottom stating that the position description and actual duties agree. This block would be dated and signed by the supervisor and employee, unless of course the position description is found to be incorrect. This method results in annual reviews and at the logical time, i.e. when the employee's duties and performance are being discussed with him in connection with his performance rating. This plan, if adhered to, will keep most position descriptions in satisfactory agreement with the duties being performed. It will hold to a minimum adverse classification action resulting from formal post-audits of positions by classification officers of the Forest Service, the Department, and the Civil Service Commission. Wide-spread misassignments could result in the suspension or revocation of our present delegated classification authority.

P. L. 253, Section 1310(d) (the so-called Whitten Amendment) and the Review Plan

This section of P. L. 253 gives added emphasis to the Forest Service Classification Review Plan, in that the provisions of the latter can be adapted to meet the position review requirements of the Act. The Act provides for at least annual classification reviews of (1) each new job created since September 1, 1950, and (2) of each position placed in a higher grade or level of difficulty and responsibility of work or in a higher basic pay level since that time. Reports are to be made to Congress by July 31 of each year of actions taken under Section 1310 (d).

P. M. No. 51-162 and Advance No. 288 attached thereto explain in detail the requirements of the Whitten Amendment at the station level. The stations will comply with the annual employee-supervisor review if all existing positions are reviewed when performance ratings are made and if special subsequent reviews are scheduled for positions established or reallocated between January 15 and May 15, 1952. A special form, recording this review, is to be attached to the class sheet of each position affected in order to meet the requirements of Advance No. 288. This Act makes it additionally important that unneeded vacant positions be abolished promptly.

The Department has established an administrative policy that at least 25 per cent of positions subject to the Whitten Amendment will be desk-audited on-the-ground annually. This is in addition to the 100 per cent review requirement.

Classification Audits--More and more the stations must expect to have formal audits by classification people (Forest Service, Department, or Civil Service Commission). The need for correctly establishing the positions and the relationship of correctly allocated positions is discussed in Part E--Analyzing Data. In this part we have covered the provisions of the Forest Service Classification Review Plan and the Whitten Amendment, which, if properly followed, should enable our positions to stand up under the scrutiny of post-audits.

At least four weeks' notice is usually given before an audit is to be made. This should allow ample time to prepare employees, but is too late to make a wholesale realignment of the organization or changes in job duties. In fact such actions would be subject to criticism in the inspection report.

Appendix No. 3, "Responsibilities and Duties Characteristic of Secretarial Positions," is an excellent example of how employees can be given a proper appreciation of their responsibilities and duties so that they may in turn adequately explain their job during an audit. Also attached as Appendix No. 6 is a guide entitled "Outline for Classification and Organization Audits on National Forests" containing a number of suggestions which might prove helpful to the stations in preparing for an audit, and also as a guide for the conduct of intra-station inspections by the Administrative Officer.

J. Specifications

Mr. Neary opened his discussion of specifications or standards work with an outline of the legal and historical background. He pointed out that the language in the Classification Act of 1923 was not clear as to the Commission's authority to develop and issue standards, and that as a result the Commission did not publish standards for general application following the release of old P.C.B. 18. It was stated that insofar as departmental positions were concerned, the Commission did have some standards which were used in determining allocations, but these were never made available to the various departments and agencies. Finally, though, as a result of pressure from the various departments and the Congress, the Commission requested and obtained an Executive Order (E.O. 9512,

dated January 16, 1945) which gave it authority to develop and publish standards for Government-wide application.

Mr. Neary then discussed briefly the intensive standards development program which was inaugurated by the Commission following the issuance of E.O. 9512. He stated that at present approximately 82 per cent of all positions subject to the Classification Act are covered by published standards. Mr. Neary also described how the Department of Agriculture and the various bureaus had participated with Commission representatives in various specification development projects. He also said that under the Classification Act of 1949, the Commission has legal authority to develop and publish standards, and he noted that the specifications program is being continued, although less intensive than formerly.

Mr. Neary stressed the importance placed on specifications work by the Department Office of Personnel, and the importance and need for obtaining the cooperation and assistance of personnel and operating officials in the various bureaus to insure that standards as finally published cover current and anticipated needs. He stated that it was his responsibility to coordinate the comments, suggestions, and criticisms made by the various bureaus and to effect adjustments where there were divergences in opinions and recommendations.

After Mr. Neary's departure we continued discussing the Forest Service's participation in the specifications programs of the Department and Civil Service Commission; it was brought out that the Forest Service's policy is to cooperate to the maximum extent possible, to provide both basic information and constructive criticisms and suggestions with respect to tentative series definitions and proposed standards. Considerable emphasis was given to the need for cooperation by the field in providing information and comments on tentative drafts of standards, because the best time to obtain good standards is during the development and review process. Also stressed was the need for keeping the Washington Office currently advised of difficulties encountered in applying the published standards or of changes needed to meet current operating conditions.

K. Wage Administration

The discussion of wage administration matters was opened by Mr. Townsend. He confined his remarks mainly to wage board aspects of Salary and Wage Administration which are causing more problems than any other phase of this work at present because we do not have adequate interpretation of certain portions of the Classification Act of 1949, or of wage stabilization regulations.

Mr. Townsend stated that there was a great need for all agencies to learn the "philosophy" behind Wage Administration, and that all too often a "pinched purse" policy is the predominant factor considered.

In the Department of Agriculture, wage administration is mainly concerned with the setting of wage rates for laborers and craftsmen employed by the Department, who occupy positions that are exempt by Sec. 202(7) from the Classification Act of 1949.

Until recently the Department of Agriculture was the only large Government agency that delegated wage-fixing responsibility below the department level. The Department of Interior is now delegating some of its wage-fixing authority but other departments, such as Army, Navy, and Air Force gather their data in the field but correlate the material and set wage rates from their central offices.

In the Department of Agriculture the setting of wage rates is governed by the following four considerations:

1. Rates shall not be less than those prevailing in the recruiting area for comparable work, and no rates may be less than the minimum required to be paid by private employers under the Fair Labor Standards Act.
2. Uniform rates will be set by agencies in the Department for the same class of work performed under substantially the same conditions, at the same headquarters, or in the same recruiting area.
3. Differences in working conditions are recognized as possibly warranting differences in pay rates, such as unusual physical hazards, remote or isolated locations which make recruiting difficult, exceptionally disagreeable working conditions, or other extraordinary factors. However, differences in rates of pay may not be based on race, sex, creed or other extraneous considerations.
4. Flat (single) hourly rates will be set for those employed to work on specific projects of limited duration, and for other temporary workers. Special pay scales with provisions for advancement from step to step may be established for regular workers. "Regular workers" means those who are employed without time limitation under formal appointment or Letter of Authorization, most of whom come under the Retirement Act.

The Forest Service has a wage board in each region which has authority to approve wage rates for the various classes of labor and crafts covered by Sec. 202(7) of the Classification Act of 1949. These rates are subject to review by the Review Wage Board in the Office of Personnel. Wage Survey's may be unnecessary when only one activity in the locality is involved.

Authority to establish wage rates is vested in the Secretary under general powers inherent in that office. He has delegated this authority to the Director of Personnel, who in turn, has delegated it to wage boards in the field, subject to review by his office.

Wage Board jobs are required to be classified in accordance with specifications contained in the "Manual of Specifications for Wage Board Jobs" issued by the Office of Personnel. Titles in this manual are required to be used on a uniform basis throughout the Department. However, wage boards may recommend changes in titles and in definitions of classes at any time. Classification officers in the regions are responsible for checking periodically to ascertain that wage employees are correctly classified.

Because the Wage Stabilization Board froze wages as of January 25, 1951, wage plans vary between regions in the Forest Service. For instance, Region 5 has single flat hourly rates throughout its boundaries; Region 2 uses a four-step wage plan which had been approved before the "freeze" order was issued by the Wage Stabilization Board, while other regions are using a seven-step ("X" plan) pay scale.

The freeze order had the effect of delaying the Department's proposed plan for establishing a four-step wage schedule for all types of positions throughout the Department of Agriculture. As mentioned above, Region 2 had placed such a plan into effect prior to the "freeze" order, whereas, other regions had been unable to complete their plans. The present status of wage-fixing authority is very unsatisfactory because of the conditions mentioned, which is probably responsible for certain recommendations made by the various bureaus at the Chicago meeting of the Personnel Officers which were approved by the Director. These recommendations are quoted below:

1. That the Department move to allocate presently ungraded positions (specified under Sec. 202(7) of the Classification Act of 1949) except those to be filled for one year or less.

2. That the Department continue its current policy of allocating certain positions under the Classification Act of 1949 (those covered by the exemption in Sec. 202(28)). These positions to be regarded as fully subject to the Classification Act.

3. That the Department obtain authority to pay going prevailing rates for positions specified under Section 202(7) that are filled for one year or less and that flat (single) hourly rates be fixed.

4. That the Department make a concerted effort to get the Wage Stabilization Board to delegate to the Department the authority to establish and pay true prevailing rates.

5. That the Department Manual of Specifications for Wage Board Jobs be maintained with its brief definitions, but with a view to reducing the number of job titles. It was further recommended that the whole wage board procedure be reviewed with a view to simplification.

Mr. Townsend stated that he is now working on the project of reconciling the Chicago recommendations with those which the Department will make to the Civil Service Commission. In effect, this means that the Department will request the CSC to approve allocation under the Classification Act of 1949 of positions now exempt by Sec. 202(7) of that Act, but which are filled for periods of one year or more. This will of necessity require a decision by the Commission as to the meaning of "emergency or seasonal employees whose employment is of uncertain or purely temporary duration, or who are employed for periods at intervals" as covered in paragraph 28, Sec. 202, of the 1949 Act. The effect would be to allocate the positions of all craftsmen and laborers in the Department of Agriculture under the Classification Act, except those which

are to be filled for periods of one year or less. The determinations will be made on the basis of the period of employment rather than the type of position. Mr. Townsend was unable to forecast just what part of this the Commission will approve.

L. Standards for Second Position in Business Management

Mr. Tracy had utilized his time during the week to make a careful and complete analysis of the recommendations submitted by the various Regions and Stations, as well as to prepare a chart illustrating the staffing of the Administrative Services Section of all the Stations.

Having this information immediately available made it possible for the group to get started with the discussion of the various aspects of the project without any delay.

One of the first points for consideration was to reach a common understanding of how the occupant of the position was to function in relation to the Administrative Services Section, the Business Manager, and to the balance of the Station. The next step was a listing of the major phases of the job.

Next it was decided that the best approach to writing up the Standards would be to do it in the format of a Standard Form 75A. Therefore, with agreement having been reached on the over-all objectives, the group divided into smaller groups; each charged with preparing a certain phase of the Standards.

Frequent meetings of the entire group were held to review work completed by the sub-groups, at which time suggestions for improvement in wording or thought were freely given and received, with the result that the final draft, as developed, had the unanimous approval of the entire group.

When the first draft had been completed a meeting was held with the Classification Staff to review it. A number of suggestions for changes in wording to effect clarity and to bring out the scope of responsibilities and duties were offered by them.

A second draft incorporating these suggestions was then prepared and turned over to the Classification Section for duplicating and transmission to Regions, Stations, and Washington Office Division for their review prior to presenting to the Department for approval of the Standards.

Responsibilities of Station Administrative Officers--Also during this week Mr. Watts called a special meeting of the group in his office. In addition to the six station administrative officers Messrs. Harper, Loveridge, Marshall, Parkinson, Kramer, Gray, Cochran and Hinkelman were in attendance. Comments made at this meeting with respect to the place of the Administrative Officers at the experiment stations are summarized below:

The Chief's talk which followed Dr. Harper's statement is reproduced in the front of this report.

Dr. Harper stated that he was particularly interested in building up a proper understanding of the staff responsibility of the station Administrative Officer, as well as for his responsibility for administrative functions. Both aspects of the job are important and require that the Administrative Officer be familiar not only with procedural details, but with the entire program of the station, and the functioning of its various units.

Mr. Loveridge stated that the importance of these high level aspects of the Forest Service job and the importance of station Administrative Officers participating in them must be recognized. He said he wished to call attention also to some of the other intangible things that need to be done to justify the concept of the job.

Referring to the legislative items mentioned by Mr. Watts, he emphasized the invaluable opportunity that the station Administrative Officer has to help on this in cooperation with the Division of Information and Education, and directly on behalf of the Director.

Mr. Loveridge also called attention to the importance of employees in the administrative officer position being able to advise the station staff on how to convert ideas into concrete plans and programs of action. He stated that the inspection teams which Dr. Harper is sending out to the stations this season will, no doubt add to the effectiveness with which work plans are prepared and carried out. There is a feeling that some of our stations are lagging in this regard. The Chief of the Bureau of Agricultural and Industrial Chemistry is aggressively pushing this activity at all of the four regional laboratories, and other research organizations are taking similar steps. These are merely two concrete examples of ways in which to implement larger concepts of the Administrative Officer's job and its relation to the over-all program of the Forest Service.

M. Other Training Activities

A number of other beneficial activities occupied the final ten days of the group's time. Highlights on these subjects follow.

Employment--During his discussion Mr. Miller pointed out some of the special problems in recruitment and employment. He stressed that normally we should try to recruit technical personnel, especially foresters, on a nationwide basis through the Chief's Office, rather than from a Regional Civil Service register. Occasionally it may be necessary, and can be justified, to appoint a forester from a Regional register, such as the Soil Scientist Register, because we need someone who can qualify both as a forester and soils scientist. If he has passed both exams then his promotion eligibility within forest research is good. However, stations should obtain clearance from the Chief before utilizing Regional registers for the recruitment of technical personnel. The "backdoor" method of getting researchers into professional positions is to be used cautiously. A sub-professional employee under competitive appointment who passes the Junior Forester examination may, under certain conditions, be converted to a Forester GS-5 position; however his

promotion into the higher grades may be blocked due to the positive educational requirements of the Forestry Research Series, beginning at Grade GS-7. We have experienced similar difficulty in transferring foresters from administration (Series 460) to research (Series 461) because of the more positive education and experience requirements for research. Generally, however, it is possible to transfer research foresters to administration.

Employee relations and welfare--Mr. Coville emphasized that while performance ratings were of secondary importance, the performance requirements procedure can have its greatest value through such aspects as bringing about closer supervisor-employee understanding of expected tasks and satisfactory performance; employee training and development; prompter attention to unsatisfactory performance and problem cases. He stated that a set of performance requirement examples (based on selections from field submissions) for some 45 representative jobs is being prepared for issuance to the field in the near future.

Unsatisfactory employees may involve welfare or even quasi-disciplinary matters. A work supervisor's guide on unsatisfactory employees, for general field distribution, will shortly be issued as a part of Chapter E of Volume I of the Manual.

Problems and objectives in the foreign visitor programs were presented and discussed. Mr. Coville explained the financing of the programs and why funds for "overhead", except for the larger group projects, were not available for allocation to Stations and Regions, even though the burden, particularly on the Stations with their more limited funds and personnel, was recognized. He repeated advice already sent out service-wide that "friendship for America is most likely to result from friendship for Americans;" that a friendly reception in some American home and other social contacts for visitors--a chance to understand American life--were probably as important, if not more so, than the technical training provided them.

Safety--Mr. Jackson reviewed the safety record of the Stations. The group was concerned over the fact that our 1951 frequency rate was almost double the 1950 rate. The discussion centered around ways of getting safety literature and illustrations aimed directly at hazards which exist in our research work. The Administrative Officers agreed to send in photographs and illustrations which they would recommend for distribution as safety material. The group attended a showing of Sacony-Vacuum's safety film "And Then There Were Four," at the Washington Office Family Meeting. This film is recommended highly by the group for use in stressing safe driving practices.

Training--Mr. Flock explained the Training Officers' services as promoters of training; the need to infuse good training techniques in all phases of supervision. He agreed that supervisors first need to be shown how to train--but then they should be held accountable, and checked regularly, to see that they do proper and adequate training of subordinates. He discussed as an excellent working tool the new Department handbook "Guide Posts for Supervisors" and distributed copies to the group. Two training movies were shown and are recommended for use at appropriate Station training sessions:

"The Supervisor as a Leader" Parts I and II
(A U. S. Office of Education film)

"Duties of a Secretary"
(An Underwood Corporation film)

Information and Education--Mr. Parkinson said that informational and educational activities, including good public relations, are among the major responsibilities of each branch and division. The job of promoting public understanding must be assumed by the entire organization, according to the Manual. The Manual calls for an I&E Plan for each Station.

The Administrative Officer can and should relieve the Director of the administrative features of his above responsibilities. The Administrative Officer can:

1. Consult with the Director and his Staff as to what each can contribute to developing public understanding and active interest in major Forest Service objectives.

2. Prepare a simple I&E plan along the lines outlined in the Manual, stating for each objective which key people should be reached, which forest officer is to be responsible and, also, what media are to be used, such as a show-me trip or personal contact; then secure agreement on the part of those involved and get the Director's approval.

3. Follow-up and let the Director know which features of the plan are not being carried out satisfactorily and wherein extra effort is needed.

4. Maintain and be on the alert to add new names, which are appropriate, to the key list and also maintain and suggest additions to the mailing list.

5. Be on the alert for items of news value and pass them on to the extension editor or the regional I&E division, or whatever other appropriate channel there is for getting the material published.

6. Make sure that all Forest Service motion pictures are seen by all personnel of the Station.

7. Help make the headquarters in general presentable and attractive to the public.

8. Help all clerical personnel dealing with the public to leave a good impression and be on the alert for ways of leaving a still better impression.

Fiscal Control--Mr. Marshall opened the discussion with a description of the new organization set up that has been approved for the Division of Fiscal Control. After answering a number of questions from the group he turned the meeting over to Mr. Pacl.

Joint program for improvement of accounting in the Federal Government--

Mr. Pacl gave a brief resume of the Joint Program started in 1948 by the Treasury Department, G.A.O., and Budget Bureau to improve accounting and financial reporting in the federal government. This program is not restricted to accounting alone but extends in the related fields of auditing for internal control, disbursement, and collection procedures, budgeting, etc. Most of the recommendations made under the joint program have been embodied in the Budget and Accounting Procedures Act of 1950. This Act paved the way for streamlining accounting and related procedures. Some worth-while changes have been made and others are contemplated or are in process. In general, the trend is to eliminate duplication of records and controls formerly maintained, and in some cases required, at various levels. The discontinuance of certain accounting records in the GAO permits more flexibility in accounting procedures in the Forest Service, particularly at the Regional and Station offices. This means that the records maintained at the Region and Station levels will serve as the basic accounting records of the government and the need for adequate records and related procedures becomes readily apparent.

He also explained briefly how, by means of periodic reports, expenditures, obligations, receipts, and similar accounting data emanating at the "grass roots" flow to and are summarized at central offices, such as the Station, Regional, and Washington offices, and the Department. The Department reports to the higher levels such as the Budget Bureau, Treasury Department, etc., and eventually the information reaches Congress, mainly in the form of the printed budget for the United States.

Fiscal procedures--Mr. Smith remarked that the primary reason for standard fiscal procedures was to enable the agency to carry out the directives of the Congress, the Budget Bureau, the General Accounting Office, The Secretary's Office, and other high level government authorities. The resulting internal procedures, while left largely to the discretion of the affected agency, must be designed so as to furnish the required results in the most practicable manner. In addition, an agency such as the Forest Service should efficiently align its own requirements with those imposed from outside. To this end the Budget Bureau works with agencies to determine the effectiveness of their systems by reviewing at the national level existing or proposed instructions, procedures, forms, etc. This makes it increasingly necessary that our procedures be fairly uniform throughout the Service.

The Division of Fiscal Control in cooperation with the Division of Operation makes time studies and procedural analyses on such subjects as time reporting, leave, payrolls, vouchers, audits, and related phases of accounting and other office work. New requirements and revisions of existing regulations bring on additional procedural problems. In the Forest Service these problems are often further complicated because of the lack of uniformity throughout the field organization. Mr. Smith cited as an example the difficulty presently encountered in interpreting some of the provisions of the new leave law, such as what constitutes a regular tour of duty for WAE employees so that they may earn leave. This question must be settled before leave procedures can be revised adequately.

The Chief's office welcomes suggestions from the field on ways to improve Manual instructions, existing forms, and other fiscal procedures. Mr. Smith felt that there are a number of requirements in Vol. II, which, while pertinent at one time, are no longer necessary. These suggestions generally would be made through the appropriate Regional Fiscal Agent. However, direct submission from the Stations as employee Work Improvement Suggestions are welcomed. The important thing is to keep suggestions coming in. Fiscal Control probably handles more suggestions than any other Division. He emphasized the value of having the employee think through his suggestion, then clearly state his idea supported by factual data. Many of these suggestions cannot be adopted without concurrence of other higher government agencies (Agriculture, Treasury, Budget Bureau, GAO). They even may require legislative action such as the repeal or amendment of an existing statute. The recent Omnibus (G-T) Act is an example of the way to obtain authority from Congress to facilitate certain fiscal work of the Forest Service.

Internal audits--Mr. Darby explained that the modern concept of the term "internal audit" encompasses not only the old safeguarding activities but has been enlarged to include liaison responsibilities. The original functions of the internal auditor were confined to verifying accounting transactions, safeguarding money and assets, determining adequacy of methods of internal check and maintaining established standards of accounting and operations. In addition, the internal auditor now provides liaison between the central office and outlying units; he closes a gap and minimizes the feeling of isolation which often exists between physically separated offices. Being in close touch with management's problems as well as with field conditions he acts as a coordinator between the two.

Commercial enterprises have found many ways for employees to go wrong because they did not know how a job should be done or could not understand orders. These enterprises inaugurated internal auditing so as to more fully solve these problems. The present Forest Service fiscal-administrative inspections now being conducted by the Chief's office, Regions, Stations, and Forests, are internal audits as the objectives are the same.

Impetus has been given to internal audit in the Federal Government by the Budget and Accounting Procedures Act of 1950. Responsibility has been placed upon the head of each agency to establish and maintain systems of accounting and internal control. Internal control, in its broadest sense, includes both internal check and internal auditing. The General Accounting Office in its "on-site" audit program will check into the adequacy and nature of our internal controls. The GAO auditors will be acting in the same capacity as the "external" auditor (as "public accountant") in private business and will coordinate their activities, and extent of detailed checking, with the agency's internal audit program.

Mr. Darby stated that the Division of Fiscal Control planned to correct the present deficiencies in our audit program so as to better meet the requirements of the Budget and Accounting Procedures Act of 1950. To help in this regard Mr. Darby and others have been compiling a Forest Service audit handbook with

guide lines on such points as scope and coverage, frequency, professional techniques, working papers, minimum standards, organization of audit personnel, and objectives. Yet to be fully developed are guides for the audit of Research Centers, Experimental Forests, and other sub-station units. Mr. Darby requested the Administrative officers to send in suggestions on any audit procedures and check lists which may have been developed locally by the Experiment Stations.

Procurement and supply--Mr. Ramm discussed the responsibilities of the Procurement and Supply Section in the Division of Operation. He stated that his Section was anxious to be of maximum service to the Stations. The General Services Administration figures more and more in our procurement and quarters activities. He requested that the Stations not hesitate to raise questions regarding the application of new GSA requirements.

New policies and procedures are being proposed for small purchases by the House Committee on Expenditures. Under consideration are the establishment of petty cash funds, the use of blanket purchase orders, and other such measures to better cope with work load ramifications now resulting from small field purchases.

Review of apportionment requirements--Mr. Fox reviewed the present requirements of apportionment and requested the group to summarize its feeling on its advantages, and disadvantages, and to offer any constructive suggestions. The group believed that within the Forest Service there was no advantage to apportioning funds. A number of disadvantages, however, came to mind, as follows:

1. Seasons cannot be predicted accurately, requiring numerous adjustments.
2. Emergency work, such as fire fighting, cannot be predicted at all.
3. Delay in receipt of appropriations interferes with intelligent planning; necessary adjustments complicate apportionment.
4. The Forest Service practice of utilizing its personnel to the fullest extent by transferring them from one phase of work to another as weather, climatic, and other conditions arise and the fact Congress gives us different appropriations for these various types of work make apportioning impossible because the weather doesn't comply with human plans.
5. The need to protect ourselves from the penalties of the Law results in each apportioning officer providing a certain cushion in his estimates to take care of unforeseen contingencies, as the death of an employee with 90 days accumulated leave, or the return from military service of a former employee; all of which result in an over-all figure sometimes considerably in excess of actual amount needed.
6. In dealing with other agencies, on large procurements, for example, Forest Service has no control over quarter in which obligation will be incurred.
7. It is virtually impossible to estimate reimbursements at the beginning

of a fiscal year, since we have no way of knowing what we may be called on to do.

8. Tendency for apportionment to control the work program rather than vice versa.

9. System is too inflexible, not permitting legitimate changes needed during final month of each quarter.

10. In attempting compliance there is tendency to set up subsidiary records at many levels resulting in excess costs and diversion of effort from productive work.

Constructive suggestions were:

Intent of the Act is to provide economical and effective use of funds. No one can object to this principle.

Since there are other laws that provide for penalties for overspending appropriations, it is believed that much of the present law on apportionment could be repealed. Specific penalty might well be provided in the event an agency finds it necessary to request a deficiency appropriation due to mismanagement.

The present structure in presenting budget estimates, it is believed, requires detailed financial plans for the approaching fiscal year. These financial plans provide the basic budget and insure the effective expenditure of authorized funds on an annual basis, rather than quarterly.

Any relief from the present apportionment system would be helpful. If nothing better can be expected, we would look with favor on some relief by changing apportionment to a semi-annual basis.

If apportionment in some form or other must continue, could it be centered in the Chief's office as heretofore? This would greatly simplify procedures.

Special problems in connection with personnel limitations--Due to last-minute interpretations of the application of Sec. 409 of the Department of Agriculture Appropriation Act of 1952, Mr. Fox altered the training schedule. The group worked about two days in analyzing from Forms 2, the Stations' exempt and non-exempt personal service budgets. This study showed that the Stations had in fact met the 10 per cent reduction in non-exempt level salaries over the original budget request. Mr. Fox is to send each Station a tabulation showing in a clear-cut way, station-by-station, how this cut was accomplished.

Show-me-trip to Beltsville Research Center--With transportation supplied by the Northeastern Station, the group was extended the courtesy of a trip to the Beltsville Area. There we visited the Forest Pathology Division of BPIS&AE and the Forest Insects Division of BE&PQ. The personnel in these two offices were most cooperative in giving the group a general understanding of the work conducted by each.

Administrative management--It is regretted that the press of other matters did not permit a study of the methods used in NFA to develop the Financial Base. The Scientific Management approach as outlined in the Manual, Title 3, with the development of the Primary Financial Base and unit financial bases, is not tangibly applicable to Research. Subsidiary methods used in developing financial bases, such as work planning, work load analyses, correlated standards, converting factors, and computed index weights are not adequately understood by the Stations to be applied in Research to the extent such methods may be feasible. It is recommended that this subject be given priority on the agenda at the next meeting of Station administrative personnel.

During the discussion the group expressed a desire for more assistance in the administrative management field in the following ways:

a. Visits from the Washington Office, Division of Operation and other service divisions such as Personnel.

b. Making available various clerical studies and other work-load and procedural studies which apply more or less to Station work. This would avoid duplicating studies which have been carried on elsewhere.

c. Better correlation with Regions' Operation Work in such matters as receiving schedules and circulars when the regions are getting out consolidated purchases.

d. More samples of work plans and analyses used by other Stations and as correlated in Washington. A need for more uniformity and application of work plans. (However a basic training job is needed as stated in first paragraph; also need to sell Stations on the value of adopting NFA's Administrative Management techniques.)

e. Circulars from Washington, if applicable to Stations, should be directed more at Stations as to specific requirements from them. Many circulars apparently are written to Regions and then seem to be sent to Stations as an after-thought, thus leaving some doubt as to what, if anything, is intended of the Stations.

Revision of the budgetary and accounting instructions for application to Research--Messrs. Pacl and Gray went over with the group each question that was raised. It was apparent to the group that some special provisions would need to be included in the present Manual draft. One Administrative Officer remained in Washington an extra week to prepare specific recommendations for amending the Review Draft. These will be reported in detail under the regular "Studies" file designation.

HISTORY OF CLASSIFICATION ACT

AND DETAILS OF ACT OF 1949

- 1923 Passage of original Classification Act which set up a system for classifying positions as well as a plan for determining pay. Did not contain, however, the means to assure consistency in field classification.
- 1928 Passage of Welch Act, which authorized but did not direct the heads of agencies to adjust the pay of the field positions to correspond to the pay of comparable positions in the Departmental service.
- 1930 Passage of the Brookhart Act, which directed the heads of agencies to so adjust pay of field positions.
- 1940 Passage of Title II of the Ramspeck Act, which established means for enforcing consistency in field classification across agency lines. This act made it possible to extend the Commission's pre-audit classification authority to the field service.
- 1943 Establishment of Executive Order 9330, giving to one agency (CSC) some responsibility for coordinating classification of field positions covered by the Classification Act, but applied only to certain war-time emergency agencies. This E. O. gave CSC responsibility for writing classification standards and post-auditing field classifications to determine if agencies were following these standards.
- 1945 Establishment of E. O. 9512 which extended provisions of E. O. 9330 to cover all field positions subject to the pay scales of the Classification Act of 1923.
- 1949 The Classification Act of 1949 completely replaces the Classification Act of 1923.

This Act provides for many needed changes and improvements.

It has:

1. Changed services and grade levels; instead of five class services, we now have only two; the GS (for Professional, Sub-professional, and CAF) and the CPC.
2. The GS has 18 grades--the first 15 correspond generally to the 15 grades in the old CAF. GS-16, 17 and 18 are "supergrades". GS-16 and 17 must be submitted to CSC for approval; GS-18 only by appointment of President upon recommendation of the President.

Also, Congress has placed numerical limitations on these super grades.

3. Top salary prior to C. A. of 1949, has now been raised above the \$10,300 maximum under C. A. of 1923.
4. Required treatment of field positions, exactly the same as Department positions--makes no distinction between them.
5. Followed practically the same operating plan as followed under E. O. 9512.

The commission sets standards, the agencies classify their positions and place in effect without prior review by CSC (except for GS-16, 17 and 18).

6. Required that CSC post-audit a sufficient number of positions as deemed necessary to assure conformance with or consistency with published Commission classification standards. The CSC may now check any position which it considers subject to the new Act, to assure equal pay for equal work across agency lines.
7. Given the CSC enforcement power to put into effect post-audit findings as well as to make and put into effect classification decisions on a pre-audit basis. Prior to act, this could only be done under Section 14 of the Veterans Preference Act of 1944. These findings are final and binding on all--D.O., G.A.O., A.O., etc.
8. Given CSC power to withdraw power to classify positions from any Department or Agency; may be withdrawn completely or partially (i.e., by occupation, grade, organization

sub-division, geographically, etc.). Upon withdrawal of power, positions affected must be submitted to the appropriate CSC regional office in the field.

9. Thru Section 501 of the Classification Act, given CSC authority to pre-audit and change classification of a position from one grade or class to another without any preliminary procedure whatever except those which common courtesy requires. This provision was inserted by a member of Congress; to eliminate red tape when a situation is really bad.
10. Given any employee the right (Section 501(b) of the Act) to request at any time that the Commission exercise its pre-audit authority. CSC has not yet issued regulations establishing procedure for submission of appeals, as funds and staff are at present insufficient to handle any volume of appeals.
11. Also given officers of an agency a similar right to request pre-audit of any position.
12. Established longevity pay increases for employees under CPC and GS employees holding positions in the first 10 grades. To qualify, employee must have had a total of 10 years of service in his present grade or an equivalent or higher grade. He must have had 3 years of continuous service at the maximum rate of his grade, and a performance rating of satisfactory or better. The amount of the longevity increase is the same as the amount of the regular periodic step increase for the grade of the position held by the employee concerned. An employee can receive a maximum of 3 longevity step increases--then "Santa Claus goes home" to quote Bernard Baruch.
13. Changed the periods for periodic step increases to become effective at the end of each 52 calendar weeks or 78 calendar weeks of service, instead of the beginning of the first pay period following completion of 12 months or 18 months of service. The provisions for regular periodic step increases, as well as for superior accomplishment increases, are substantially the same as those under the old Classification Act as amended.

14. Under Title VIII provided that **CSC** shall issue regulations on rates of basic pay to be received by any employee upon transfer, demotion, reinstatement, and similar personnel action. Title VIII also requires that an employee who is promoted or transferred to a position in a higher grade shall get the equivalent of not less than one step increase in the grade from which he is promoted or transferred.

Although **CSC** has authority and responsibility to issue regulations governing basic pay rates to be paid in the case of certain personnel transactions. The Comptroller General, however, has the final say on pay matters, and will apply the Commission's regulations as well as the provisions of the law to specific pay problems arising in individual cases.

15. Provided, under Title X for systematic reviews by Departments, of the operations of its activities on a continuing basis. The purpose is to identify supervisors and employees who are contributing to an exceptional degree of performance, or an achievement of exceptional economy in a particular unit. Rewards to be given to both supervisors and employees of the team who have contributed to the exceptional accomplishments.

Title X is within the authority of the Budget Bureau-- it is not a responsibility of the **CSC**. This Management Improvement Award is in addition to and completely separate from cash awards and superior accomplishment step-increases.

Coverage of the Act

Title II of the Act specifically exempts such agencies as the Post Office (with few exceptions), T.V.A., certain governmental corporations, the foreign service under the State Department for which salary rates are fixed by a certain Act, certain positions which have become recognized as ungraded positions, etc.

Better than 850,000 positions are covered by the 1949 Act. From 18,000 to 25,000 positions that were not covered by the Act of 1923 as amended, have been or will be brought under the new Act; and for the first time, the **CSC** is authorized and directed to determine finally whether a position is or is not subject to the Act. Before passage, coverage of field positions was left up to the departments (and the C.G.) unless legislation specified whether the position was or was not covered.

Reports

The CSC was required to submit two special reports to Congress-- first, its recommendations on legislation for an efficiency rating system by February 1, 1950; second, a report on the question of additional pay for hazardous occupations.

Each year, the CSC is also required to prepare and submit to the President annually, a report telling how the new Act is working out. The President is then required to submit a report to Congress which will be based on the Commission's report. This annual report should serve to keep Congress currently informed on classification and pay problems that need remedying through legislation.

Miscellaneous

Even though the Act contains many improvements, the problem of conflict between positions that will be covered in the CPC schedule and positions of comparable nature that are included under the ungraded category, has not been settled. The fact that CPC positions were not incorporated into the GS will make it easy to treat all CPC jobs as a group and (1) either exclude them later from the Act or (2) perhaps combine them some way with the ungraded jobs, and provide a coordinated system under the direction of one agency responsible for setting standards and inspection.

When, in the opinion of a department, a position to be established does not appear to fall into one of the established series, it may be submitted to CSC (with occupational and other background information), who will then determine whether it is necessary to establish a new occupational group, a new series, or a new class. Essentially, the new procedure will be quite similar to that spelled out in Section P-2 of the Federal Personnel Manual for the old Section 4 allocations under the amended Classification Act of 1923.

Summary

The following are the more important changes brought about by passage of the Classification Act of 1949.

1. Right of employees to request review by CSC on their job classification.
2. Right of CSC--a single agency--to make sure that classification across agency lines is consistent.
3. Elimination of distinction between positions in Department and field service with respect to classification responsibility. All must now be consistent with published Commission standards.

4. Right of **CSC** to post-audit any position subject to **Classification Act**, and to withdraw **Classification** authority from any agency, in part or in whole, if conditions warrant such action.
5. Top salary increased above previous \$10,300 maximum.
6. Responsibility of **CSC** (one agency) for finally deciding whether a position is or is not subject to **Classification Act**.
7. Authorization of longevity increases to be given to employees for long and faithful service in blind-alley positions.
8. Consolidation of **P**, **SP** and **CAF** services into one General Schedule.
9. Responsibility placed in **CSC** to issue regulations governing rates of basic compensation to be received by employees on transfer, demotion, reinstatement, and similar types of personnel transactions.

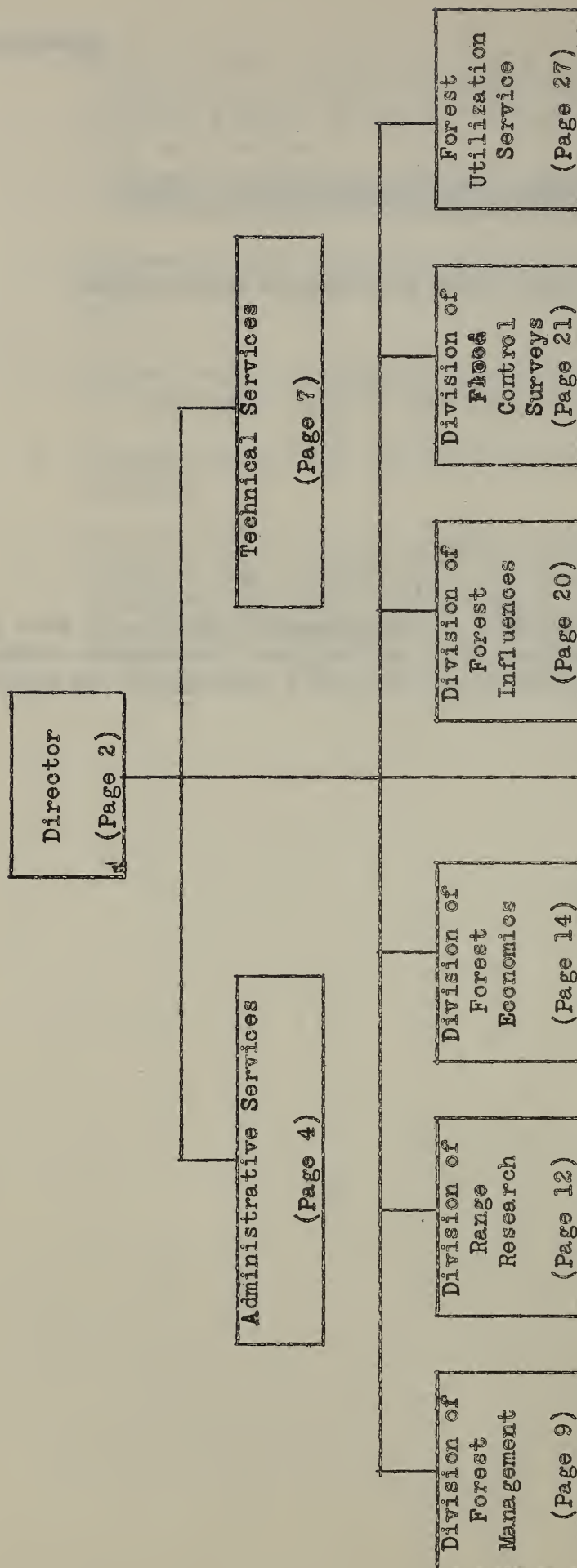
SAMPLE PAGES FROM A STATION ORGANIZATION CHART

(To illustrate proper style and form of preparation)

SPECIAL NOTE:

The set is incomplete in that pages 4 thru 7, 11 thru 27, and 33 thru 68 have been omitted; but the samples enclosed illustrate the style and form used throughout the entire set.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE - REGION 8
SOUTHERN FOREST EXPERIMENT STATION



RESEARCH CENTERS		
Name	Headquarters	Page
Alexandria	Alexandria, Louisiana	29
Birmingham	Birmingham, Alabama	34
Brewton	Brewton, Alabama	39
Central Ozarks	Harrison, Arkansas	44
Crossett	Crossett, Arkansas	49
Delta	Stoneville, Mississippi	54
East Texas	Nacogdoches, Texas	58
Gulfcoast	Gulfport, Mississippi	63
Tallahatchie	Oxford, Mississippi	68

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE - REGION 8
SOUTHERN FOREST EXPERIMENT STATION

OFFICE OF THE DIRECTOR

Office of
the Director

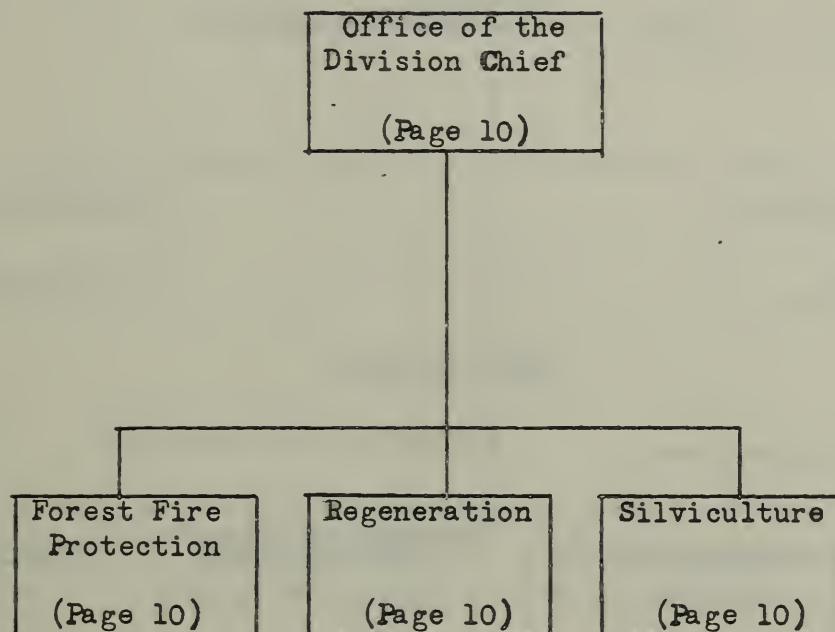
(Page 3)

OFFICE OF THE DIRECTOR

*8-1-SS	Mitchell, H. L.	Forester (Research Administration) (Director)	GS-461-14
*8-253-SS	_____	Research Forester (General)	GS-461-13
8-267-SS	Baradell, E. C.	Secretary (Stenography)	GS-318-5

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE - REGION 8
SOUTHERN FOREST EXPERIMENT STATION

DIVISION OF FOREST MANAGEMENT



DIVISION OF FOREST MANAGEMENT

OFFICE OF THE DIVISION CHIEF

*8-14-SS	Grosenbaugh, L. R.	Forester (Forest Management Research)	GS-471-13
8-21-SS	Nelson, I. L.	Clerk-Stenographer	GS-312-4
8-157-SS	_____	Clerk-Stenographer	GS-312-3

Silviculture

(1) 8-15-SS	_____	Forester (Silviculture)	GS-461-12
(1) 8-764-SS	_____	Forester (Silviculture)	GS-461-9

Regeneration

8-24-SS	Wakeley, P. C.	Forester (Silviculture)	GS-461-12
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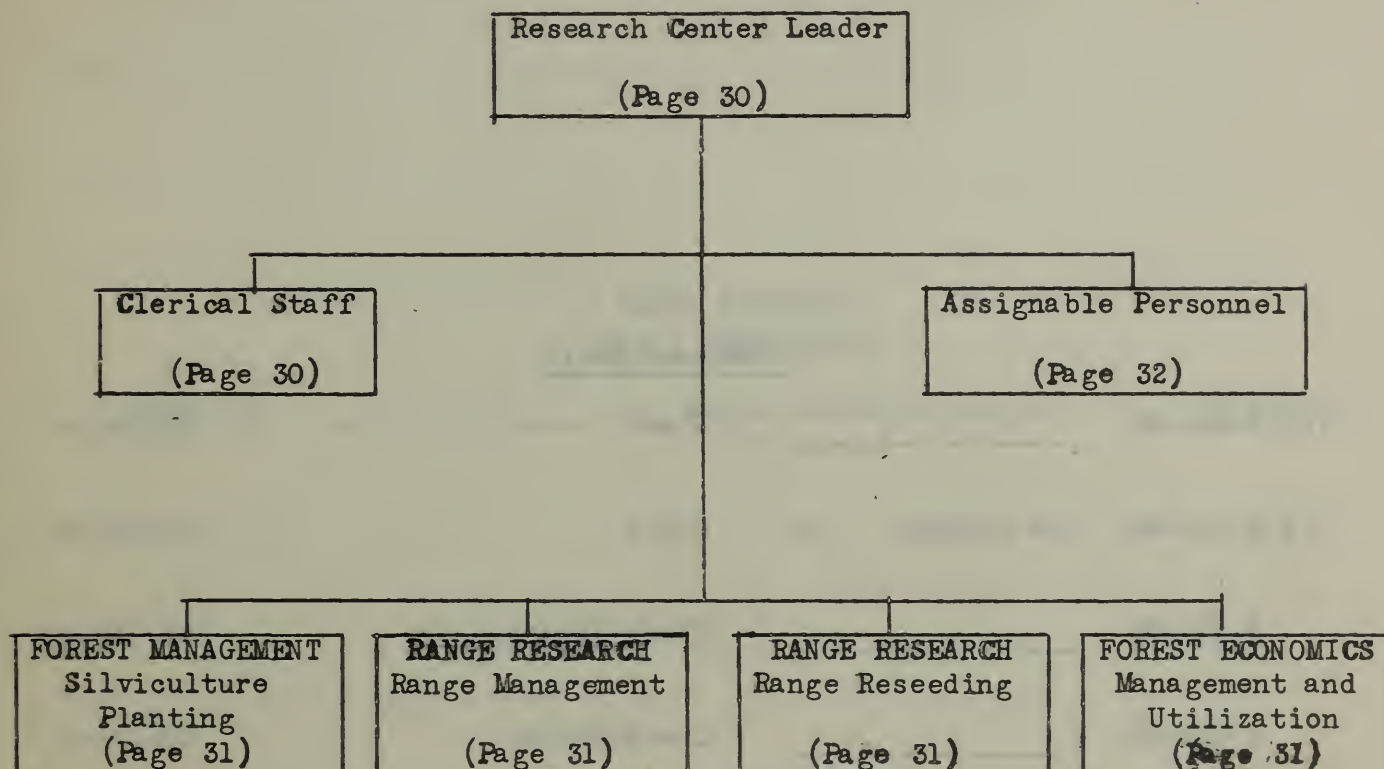
Forest Fire Protection

8-293-SS	_____	Forester (Fire Research)	GS-461-9
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(1) Not to be filled concurrently

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE - REGION 8
SOUTHERN FOREST EXPERIMENT STATION

ALEXANDRIA RESEARCH CENTER
Alexandria, Louisiana



ALEXANDRIA RESEARCH CENTER
Alexandria, Louisiana

Research Center Leader

8-463-SS	Cassady, J. T.	Forester (Research Administration)	GS-461-12
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Clerical Staff

(1) 8-498-SS	_____	Clerk	GS-301-5
(1) 8-501-SS	Leatherman, J. D.	Clerk	GS-301-4
8-510-SS	_____	Clerk-Stenographer	GS-312-3
8-504-SS	_____	Clerk-Typist	GS-322-3
8-507-SS	_____	Clerk-Typist	GS-322-2

(1) Not to be filled concurrently.

ALEXANDRIA RESEARCH CENTER
Alexandria, Louisiana

FOREST MANAGEMENT

Silviculture - Planting

8-528-SS Mann, W. F., Jr. Forester (Silviculture) GS-461-11

RANGE RESEARCH
Range Management

8-571-SS _____ Range Conservationist GS-454-11
(Research)

Range Reseeding

8-572-SS _____ Range Conservationist GS-454-11
(Research)

FOREST ECONOMICS

Management and Utilization

8-575-SS Forest Economist (Management and Utilization) GS-118-11

ALEXANDRIA RESEARCH CENTER
Alexandria, Louisiana

ASSIGNABLE PERSONNEL
Forest Management

8-495-SS	_____	Research Forester (General)	GS-461-9
8-494-SS	_____	Research Forester (General)	GS-461-7
8-689-SS	Derr, H. J.	Research Forester (General)	GS-461-7
8-689ai-SS	Langdon, O. G.	Research Forester (General)	GS-461-7

Range Research

8-491-SS	Peevy, F. A.	Range Conservationist (Research)	GS-454-9
8-636-SS	_____	Range Conservationist (Research)	GS-454-7

Forest Economics

8-489-SS	_____	Forest Economist (Management and Utilization)	GS-118-9
8-488-SS	_____	Forest Economist	GS-118-7

(Continued on next page)

RESPONSIBILITIES AND DUTIES CHARACTERISTIC OF SECRETARIAL POSITIONS

At this meeting today we have secretaries at three different organizational levels, and of three different grade levels. Perhaps you have often wondered why some secretarial positions are allocated to one grade while others are allocated to different grades, since all secretaries to a greater or lesser degree perform work which might be considered similar. Admittedly, secretarial positions have a common pattern and this is recognized by the Civil Service Commission in their specifications for such positions. However, the grade distinctions are the result of differences in the scope and nature of duties assigned, and in the degree of complexity of the same type of duties due to the amount of responsibilities delegated by supervisors, the initiative, judgment and discretion exercised, the required knowledge of subject-matter rules, regulations and other guides, the instructions given for performance of the work, and the review made of the work.

In the limited time available, it is impossible for us to give each of you advice as to how you can best present your job to a Commission or Department representative in case it is selected for desk-audit. Therefore, the following discussion will, we hope, give each of you an idea as to the type of information which will undoubtedly be requested so that, based upon your individual position requirements, you will be prepared with adequate answers.

As mentioned before, secretarial positions have a common pattern and we are going to attempt to give you some general guides as to the type of work contemplated by the various pattern headings, in order that you can apply them to your own work situation.

1. One of the first questions you will undoubtedly be asked will concern the functions of your Branch, Division or Section. You should, therefore, have clearly in mind just what these functions and activities are, and be able to explain just how they affect your work. This may not seem particularly important to you. However, it is important since it serves to indicate the scope and importance of the Bureau activities which you need to know about in order to function efficiently as a secretary to the individual heading them up. Perhaps the following will serve to illustrate just what I mean:

Several years ago the Commission audited secretarial positions in one of the Regional offices. The secretary in one of the largest divisions merely described to the investigator the routine phases of her work without explaining the overall functions and activities of the Division and their effect on her position, with the result there was an adverse recommendation made concerning the grade of her position. During this same audit, a secretary in another smaller division, with considerably less resource work, presented to the Commission

representative a complete picture of the functions of the division, and her responsibility in providing high-level clerical assistance to the Division Chief--she stressed particularly her manner of functioning in his absence and presented good exhibits of work accomplished on her own initiative, in addition to the usual stenographic and typing work required of her--with the result that no change in grade was recommended.

The information you provide will give the Commission or Department representative a better understanding of your individual duties and responsibilities in connection with the following--

2. The review of correspondence, both incoming and outgoing, is a duty which is common to secretarial positions. In covering this phase of work, you should describe the purpose of the review. For example, on incoming correspondence--decisions made as to proper distributions, withholding certain types of correspondence to which you will prepare the replies, compiling briefs or summaries of replies to circular letters, etc. On outgoing correspondence--the type of review made, for example, to determine compliance with current policies, regulations, instructions and procedures before submission to your superior for signature or approval. This latter will apply more specifically to GS-5 and GS-6 secretaries. At the GS-4 level, the review would probably be for clearness of expression and for conformity with the tone and style of composition your superior favors. You should cover also any responsibility assigned for contacting the individuals who originate the correspondence to effect changes or corrections, or responsibility for calling such deviations to the attention of your immediate superior.

If there are different regulations, rules and procedures covering different types of activities, these should be described as well as your responsibility for knowing these various regulations, policies, and procedures and applying them in your review of correspondence.

3. You will be asked to describe the type of correspondence you initiate. This description should indicate clearly whether it is original correspondence that is not standardized or based on precedent cases, but represents information which you have assembled from sources throughout the Branch or Division and which would require the exercise of independent judgment and initiative in the application of rules and regulations relating to one or more activities. Correspondence initiated by GS-4 secretaries is distinguished from that at the higher grade levels by the more limited activities with which they are concerned, application of fewer regulations and procedures, use of precedent correspondence as a guide, etc.

It will not be sufficient to describe the correspondence which you initiate. The Commission or Department representative will undoubtedly ask to see exhibits of such correspondence. You should, therefore,

be thinking back over the past few months and assemble a few good examples of the letters and memorandums you have written to support the statements you have made.

4. An important part of secretarial work is that involved in obtaining and presenting information for use by your superior. This is a phase of your work which can include a wide variety of duties and responsibilities. For example, in some positions this includes responsibilities for compiling, assembling and analyzing statistics, reports from the field, etc. In others it will include the assembling of information for superior's use in writing reports, articles and correspondence. For those of you who have responsibility for assembling and compiling statistics based on field reports, etc., you should describe just what these statistics involve and the uses made of them, as well as the type and purpose of your analysis. Include also any responsibility for initiating action to correct errors and discrepancies, and responsibility for the development of explanatory statements to accompany the statistical reports. If you have any responsibility for developing instructions to the field for the submission of statistical reports and related information, that should also be included in your presentation.

In presenting responsibilities for collecting and compiling information for use of your superior in preparing reports, correspondence, writing speeches, articles or other material, it is important that you bring out the initiative and judgment exercised in locating material and in determining the most effective form of presentation. Indicate whether requests for such material are given in broad general terms, whether requests indicate the specific material desired, or whether you determine material which will be of assistance, and exercise your personal judgment and initiative in locating and providing him with it. As in the case of correspondence you initiate, it will be essential that you have available good exhibits of such statistical reports, or examples of other information which you have assembled and compiled for your superior in order to support the statements you make concerning this phase of your work.

5. Another important phase of secretarial work is that involved in your personal and telephone contacts. This includes your personal and telephone contacts with officials of the Forest Service, other government agencies and outside individuals and organizations. In describing this part of your work, you should indicate the level of individuals you contact, the purpose of the contacts, provide information regarding the subjects discussed, and any other information which will bring out the scope and difficulty of such contacts. You should cite the type of information you provide in response to personal or telephone inquiries, and if you have authority to make commitments for your superior to provide information by a specific date, that should also be described. Information should be provided as to whether you personally assemble this requested information for review by your superior, or contact appropriate individuals within the Branch or Division, or even the field, to obtain it.

If you have authority to make definite appointments for your superior or to rearrange his appointment schedule to permit him to attend meetings or conferences in which he has a particular interest, that also should be included.

6. Most Forest Service officials travel extensively on field trips, to attend meetings, etc., with the result that there are numerous occasions when your superior is absent. This fact is well known to Commission and Department representatives and you will, no doubt, be asked about your authority and responsibilities in his absence. You should describe how you function in his absence, your authority and responsibility for initiating action on matters which cannot be held until his return. Perhaps someone is designated to act for your superior in his absence, in which case you describe your relation to him, since he may not be thoroughly familiar with actions that have previously been taken on certain matters, or know of your superior's attitude with respect to certain activities. If you keep him advised on these matters, that should be included in your presentation, as well as any other information that will bring out your individual responsibility for seeing that the work of your superior is carried on efficiently and effectively during such absences.

7. Most secretaries maintain some files and records. However, these are generally working files or other records which facilitate your superior's work. The responsibilities for such records are generally of minor significance in determining the level of work. However, if you have some records which are of major significance from the standpoint of your superior's activities, you should describe them and emphasize their importance and significance, and the use that is made of them.

8. Although some people may consider the ability to take and transcribe dictation as highly important in secretarial positions, nevertheless it is only of minor significance in determining the grade allocation. For example, it is possible to allocate a secretarial position which involves neither dictation nor typing. While we do not have such positions in the Forest Service, nevertheless we have several positions allocated as Secretary (Typing). This is due to the fact that the incumbents of such positions in some cases are not required to take dictation, and in other cases to the fact that the incumbents have not qualified for a stenographic rating by passing an appropriate examination.

For those of you who occupy Secretary (Stenography) positions, you should describe the type of dictation you receive, the general subject matter content, etc. In general, dictation which involves forest resources, engineering work, research, etc., is considered technical. In other positions, you will need to bring out clearly the variety of subject matter, etc.

If as a regular part of your work you are required to take verbatim notes of converences, telephone calls, etc., this should be included. In many positions secretaries are not required to make verbatim notes of telephone calls, but are expected to listen in on telephone conversations and write brief resumes for information and action by superior, or to make a permanent record of any commitments or agreements made during such conversations. Where this is required, this should be described.

9. Perhaps some of you have other assigned duties which have not been covered by the previous discussion. In such an event, you should describe these and bring out as clearly as possible the responsibilities involved, the purpose of them, etc.

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In this discussion you have no doubt noticed that three phases of secretarial work were presented first and emphasized the most. These were:

1. Reviewing and composing correspondence
2. Obtaining and presenting information
3. Personal and telephone contacts

This was done purposely, because the work you perform under these three captions in large measure determines the level of your position, and the percentage of time spent on them determines whether or not yours is a true secretarial position. You should, therefore, give careful thought to your work to see how your various duties fall into these breakdowns, as well as to the percentage of time you spend on each. You will be requested to give estimates of the percentage of your time you spend on each phase of your work, so you will also need to make estimates on other phases, such as dictation and/or typing, maintaining files and records, writing resumes of conferences, telephone calls, etc., and other miscellaneous duties. We realize that the percentages of time will be estimates, since exact figures would have to be based on careful time studies. However, just by way of warning, try to base your estimates on a sufficient spread of time so that you will take into account periods when your work has been heavy and when it has been reasonably light.

COMPARISON OF GRADE LEVELS IN THE FORESTRY RESEARCH SERIES GS-461

Following is the Forest Service concept of the research duties and responsibilities appropriate at the various professional grade levels without taking into consideration any effect of organization:

Grade GS-5. There is general agreement that this is the apprentice or training level of the professional service, and we feel that no further comment here is necessary.

Grade GS-7. Employees at this level carry out the details of approved projects, involving the conduct of experiments on sample plots and the recording of observations of the results and conclusions drawn. Assignments are narrow in scope and usually involve controlled conditions. Reports are prepared in rough draft form, usually following suggestions made by superior, and are reviewed intensively before final approval.

Employees work under the technical supervision of employees of higher grade who are responsible for explaining the objectives of assignments and suggesting methods to be followed. Difficult or unusual problems are referred to superior as are also questions of policy. Deviations from approved plans must be approved by superior.

Employees at this level must have a working knowledge of the fundamental principles of the field to which assigned; ability to analyze, evaluate and draw conclusions; ability to make simple adaptations or plans of experimentation involving approved methods and techniques.

Grade GS-9. Employees at this level are responsible for planning the details of approved research projects, and either conduct or supervise the execution of the work. They are responsible for conceiving, developing and establishing new procedures and techniques to meet particular problems which arise during the course of studies, consulting with supervisor as they deem necessary. They are responsible for determining, subject to review of higher authority, whether the testing has been sufficient to indicate an answer to a specific problem or whether further work is required before the study reaches the stage which will justify a conclusion that something is proved or indicated.

Employees at this level are expected to do a considerable amount of independent writing, including (1) annual progress reports on studies, (2) final reports showing the problems, the methods of attack, the experimental methods used, field data collected, and interpretation of results, (3) modification or abstraction of reports on completed studies for publication, and (4) articles on popular subjects for local farm magazines and papers.

At this level, employees draw up working plans for assigned research studies, which include statements of the purpose, review of present knowledges, detailed plans for experimental procedures and estimates of time, labor and costs. These plans are submitted to supervisor for review, criticism and approval before study is initiated.

Studies assigned to employees at the GS-9 level are broader in scope than at the next lowest level and involve a greater number of factors in planning and interpretation.

Employees in grade GS-9 function under general supervision, following approved working plans and policies. They seek the advice and council of supervisors on the more complex and unusual situations arising in the course of the work, but the detailed methods to be used are usually left to their discretion. Final reports are subject to review for completeness, technical accuracy, adequacy of techniques, thoroughness of analysis and soundness of interpretations.

Employees are expected to have a general knowledge of the fundamental principles of the research field to which assigned; knowledge of the policies and aims of the Bureau; ability to make decisions and recommendations requiring technical judgment as a result of research investigations under field conditions; ability and judgment to isolate and analyze the influence of variable factors in conducting scientific investigations.

Although research positions at this level are primarily nonsupervisory in character, employees at this level may have some responsibility for instructing or advising lower-grade employees.

Grade GS-11. Employees at this level are responsible for planning and conducting a number of research studies leading toward a single objective. They are responsible for selecting and recommending problems for investigation after consultation with administrative officials in the region to which assigned as well as others interested in the particular phase of research involved, judging the importance of problems from the standpoint of number of people to benefit, extent of the area, monetary significance of the results, and amount of work required to carry through the projects to completion. They prepare the program of studies to be made, outlining the objectives of the various studies which they recommend and general methods to use in arriving at the answers to unsolved problems, including plans for cooperative projects with other Federal bureaus, within established policies. They plan the experiments, indicating the lands, equipment and personnel required, nature and order of the steps in conducting experiments, procedures and techniques to be followed. They review detailed working plans prepared by lower-grade research employees who are participating in the projects. They are responsible for submitting all plans to their immediate supervisors and to cooperating agencies for approval as to objective, scope and policy.

They direct the conduct of approved projects to completion; they analyze and interpret the research data collected on the various studies for which they are held responsible, and prepare reports, bureau and departmental publications, as well as articles for scientific journals, etc., incorporating and presenting the results of the research and its practical application.

Employees at the GS-11 level work under the supervision of a work center leader or employee of higher grade at an experiment station at which studies in several scientific fields are being conducted. The supervisor gives general supervision and instructions regarding the objectives to be accomplished, or approves and assigns projects which have been recommended by the GS-11 employees themselves, after which employees at this level proceed independently to carry out the projects. During the investigation of assigned problems or while working out conclusions, employees may be supervised by an employee of higher grade on the technical phases of the work through review of progress reports on problems of long duration, periodic field inspections and conferences to discuss the policies of the overall research program and achievements to date. Employees in grade GS-11 occasionally refer to the supervisor specific technical problems, such as need to exceed the original scope of the problem assigned, need for additional equipment, apparent unfruitfulness of results or approach, etc., but the field work is performed for the most part without review.

Employees at the GS-11 level have contacts with other research personnel as well as administrative officials of the Bureau to obtain cooperation on research projects by furnishing experimental areas, testing results of studies. They also have cooperative contacts with research and scientific personnel of other bureaus working on cooperative projects as well as with private individuals and organizations in regard to problems which indicate the need for research.

They give technical supervision to lower-grade professional personnel assigned to carry out individual studies within the scope of the projects for which they are responsible. They have primary responsibility for instructing new technical personnel in research methods and for assisting such employees in working out acceptable plans, procedures and methods.

Employees at this level are expected to have a thorough knowledge of the fundamental principles of the research field to which assigned, as well as of the principles, literature, practices, procedures, and methods of research applicable to that field. They must have marked ability to make major adaptations of methods and techniques and to develop new methods and techniques required to solve assigned problems. They must possess ability to correlate results of a number of individual investigations to produce well-integrated recommendations as to the practical application of research findings. They must have demonstrated ability to isolate

and analyze the influence of variable factors in conducting scientific investigations and developing improved practices under field conditions, as well as marked ability to write reports and publications. They must have ability to meet and work with associates as well as with representatives of other agencies and organizations in working out plans and in the conduct of joint investigations.

Employees at this level must be able to train lower-grade professional assistants and to supervise their work.

Grade GS-12. Employees at the GS-12 level may function as work-center leaders--i.e., in charge of all Forest Service research activities within a specifically assigned area or problem area of an experiment station region. In such a capacity, they are responsible for analyzing the forest and range conditions and problems within the area and formulating and recommending a research program designed to solve the problems. Within the program approved for the work center, they are responsible for planning, coordinating and directing the research projects in the various fields, and for coordinating and integrating the Forest Service research programs with similar and related research being carried out within the work center area by other agencies.

Other employees at this level are responsible for the development of intensive research activities in some specific phase of research in an experiment station region where many acute problems exist with reference to the phase, affecting the interests of several groups and where subsidiary projects must be carried out by researchers in the same field as by specialists in other technical fields. Employees are responsible for analyzing regional problems and developing research programs directed toward a major segment of the whole problem.

At this level, employees personally inspect the area; interview individuals, public and private agencies, management personnel in Federal bureaus and in State governments, and scientific personnel in local universities. They work out plans and methods for making comprehensive surveys of the problems to be solved and for the cooperative work necessary. They select areas of lands to be utilized for the various studies and outline general plans for the numerous contributing studies. They must coordinate and evaluate the results of individual studies carried out by specialists in the various related fields and develop a program usually extending over a number of years which will result in definite guides for the management of the area.

Characteristic at the GS-12 level is responsibility for analysis of broad problems and the planning and development of research programs to meet current problems and long-range objectives for a designated area or for a major segment of a large over-all problem.

On cooperative research programs involving participation by two or more Federal or State agencies, or both, employees at this level draw up cooperative memorandums of understanding and plans of work, as the authorized representative of the agency. Such agreements are subject to review and approval by higher authority.

They are responsible for interpreting national and regional policies and standards with regard to the kinds of research investigations to be undertaken and extent of cooperation with other scientific bureaus. Employees at the GS-12 level (both work center leaders and staff men at the experiment stations) make field inspections to determine the adequacy and effectiveness of research methods used and to evaluate and advise on project research underway.

Employees at the GS-12 level are expected to exercise judgment and originality in planning and directing research, including the designing and testing of research methods, developing and adapting experimental plans and techniques and devising new types of research equipment.

One of the major functions at this level is the preparation of manuscripts describing the research work and presenting the research findings for publication in scientific journals and departmental bulletins. Employees at this level also review manuscripts prepared by lower-grade employees for adequacy and technical correctness, soundness of conclusions and clarity of presentation.

Employees at the GS-12 level work under the technical supervision of higher-grade employees or Station Directors who give general directions as to the scope or limitations of projects, furnish advice when requested, and make inspections of field research projects for fruitfulness and applicability of tentative or final results. Research programs and plans originated at the GS-12 level are reviewed by the supervisor for general objectives, potential value of lines of investigation, and priority of problems to be investigated.

Recommendations and interpretations of results of research projects made at this level, usually result in action throughout the region affecting the improvement of the forest or range lands involved.

The development and maintenance of cooperative relations with other officials of the bureau as well as with officials of other agencies, State organizations, private individuals and organizations form an important responsibility at this level. Such contacts are for the purpose of developing cooperative participation in the work underway and for the purpose of disseminating information as to the application of research findings.

Assignments made at this level usually require a division of work among employees at lower-grades. Planning of research projects includes the making of cost estimates of personnel and equipment

required, passing on assignments and reviewing progress reports as well as reports of completed research projects for technical adequacy and to insure that individual studies are directed toward the main objectives. Employees at this level suggest methods of attack and analysis for incorporation into working plans, they evaluate the effectiveness of working plans and work performed and orient lower-grade employees as to the objectives of the work and advise them on special problems.

Employees serving as individual research workers or as a member of the staff at an experiment station are required to have a thorough knowledge of the fundamental principles of the major research field involved as well as a general knowledge of the fundamental principles of other fields of research to be undertaken.

All employees at this level must have a thorough knowledge of the policies and aims of the Forest Service as well as of the principles, literature, practices, procedures, methods and developments in the field of Forest Service research. They must possess outstanding ability to investigate, analyze, evaluate, coordinate and integrate and draw sound conclusions, and outstanding ability to prepare reports and recommendations for administrative or technical use or for publication.

They must possess the ability to plan the execution and coordination of a number of individual investigations to produce well-integrated research findings for practical application to the area as well as the ability to make decisions requiring sound technical judgment; marked ability to meet, cooperate with, elicit the cooperation of and deal effectively with associates, workers in other fields, stockmen, lumbermen and other interested people and officials; as required, supervisory and administrative ability.

Grade GS-13. In the field, employees at this level serve as chiefs of divisions at experiment stations with a variety of line projects. They are responsible for the planning and development of broad and comprehensive research programs directed toward solving the major regional problems in the research field to which they are assigned. They formulate for the approval of the Station Director and of the national headquarters, major programs of research and participate in the planning of related research programs directed toward other phases of land use and management. They are responsible for reviewing, coordinating and interpreting the various phases of the research program and revising or dropping projects or investigations which are not yielding worthwhile results.

Such employees make inspections of research work within their assigned field at work centers and other areas to insure adequacy and quality.

Responsibility for initiating, planning, directing and coordinating, reviewing and interpreting the variety of projects characteristic at this level requires such employees to serve as technical leaders within their assigned field. They make assignments, review and approve working plans, indicating when and how progressive steps in the projects will be undertaken, and observe the work in progress by periodic field inspections. They review progress reports and manuscripts for publication prepared by personnel working on the various phases of the program.

Other employees at this level in the Washington Office serve as assistants to Washington Office Division Chiefs and share responsibility for the formulation and technical direction of national research programs. Such employees make field inspections to determine the adequacy and effectiveness of field research programs.

Employees at this level function only under administrative direction which is characterized by occasional spot checks, review of critical problems as requested and review of reports submitted covering nature of studies and conclusions drawn. At this level employees obtain advice from supervisors or specialists through conferences relating to over-all planning problems, conditions which indicate the need for new research projects, or situations which affect other parts of the research organization.

Close contact with top management officials of public land agencies and person-to-person relationships with stockmen, lumbermen, and scientists in other technical fields are significant functions at this level.

At the GS-13 level employees coordinate the research work on a regional basis with the work of officials concerned with the administration of the national forests in order to direct research studies directed toward the major management problems and to make available the results of studies which can be applied in practical management. They establish and maintain working relationships with scientists in other fields of research.

At the GS-13 level, employees are required to have a thorough knowledge of the fundamental principles of the field to which assigned, as well as a thorough knowledge of the principles, literature, practices, procedures, methods and new developments in their field; thorough knowledge of the relationships of their field to other specialized fields of research and ability to evaluate problems in their relation to other sciences and economic factors; outstanding ability to make major adaptations of standard methods and techniques; marked ability to direct and coordinate the investigation, analysis, evaluating and drawing of sound conclusions by personnel supervised on various individual investigations in order to produce well-integrated recommendations as to the practical application of research findings; marked ability to direct and supervise the planning for, recognition,

isolation and evaluation of the influence of critical factors, variables and other developments; outstanding ability to meet and deal effectively with associates in other Federal, State, educational or private research programs. Such employees must also possess outstanding ability to prepare reports and recommendations for administrative or technical use and for publication. Such employees must possess a high degree of supervisory and administrative ability.

EFFECT OF MIXED-POSITION POLICY

Mixed-position policy trial period set forth in DC 635 is still in effect. Just how long this will continue is unknown.

Consensus is that mixed-position policy will not be applied too strictly to professional type positions, or to positions which include a substantial amount of managerial responsibilities. Such positions do not, as a general rule, include unintegrated, discrete tasks, or groups of tasks, which are so distinct and separable that each would normally constitute a whole position, and each of which can be evaluated separately for purposes of grade determination.

In actual practice mixed position policy seems directed largely toward, and can best be applied to, clerical, subprofessional and custodial employees.

According to DC 635, the mixed position policy does not apply to mixed positions, such as Clerk-Stenographer, Clerk-Typist and Secretarial positions where the standards for such positions provide allocation tables permitting allocation to various grades depending on the percentage of time devoted to tasks of different levels of difficulty. However, where specifications do not clearly provide for allocations based on variety of work and percentages of time, it is essential that percentages of time be determined and taken into account in arriving at a grade recommendation unless an exception can be justified on the basis that the part of the position which is to serve as the basis for the grade allocation is an outstanding characteristic and so different in kind and level from the other duties of the position as to require materially higher level and different qualifications; that it is a regularly recurring part of the job and is not an emergency, infrequent, exceptional, or temporary duty; that it serves as the basis for the recruiting, testing and selection of an employee; and that due consideration has been given to the distribution pattern of duties and responsibilities in the organizational unit.

Mixed-position policy is time consuming and efforts are being made to have its issue held in abeyance or to have it rescinded. If it is finally issued, we hope that more specific instructions for its application will be provided.

No position is to be reduced in grade, where there has been no change in duties since its original allocation, solely on the basis of the principles of the mixed-position policy.

Must be applied in the allocation of new positions and positions requiring allocation action because of a change in duties.

It does not modify existing CSC specifications during the trial period, except as specifically directed by the CSC.

OUTLINE FOR CLASSIFICATION AND ORGANIZATION AUDITS ON NATIONAL FORESTSA. In the Regional Office

1. Review the Position Chart for the Forest which shows the dates of last classification actions such as allocation, reallocation, redescription of duties, certification on Forms 52 in connection with "Vice" or "ia" actions, etc.
2. List the numbers of the positions to be audited. Include occupied positions:
 - (a) Which have not been allocated or redescribed in the past six months (except Supervisor, Assistant Supervisor, Rangers, Assistant Rangers, Administrative Assistant).
 - (b) Which are to be converted due to new specifications or Standards.
 - (c) Described in the past six months, but where audit appears advisable on account of:

Changes in organization; change in incumbents; probable undergrading (2nd man in GS-5 or less on a ranger district with a 2 man-year load or more); possible over-grading (Chief Clerk in GS-5 in a very small clerical organization).
3. Assemble "Description of Duties" for positions listed (generally available, for a few extra copies are run-off, when the supply needed for classification, recruitment or placement, and appointment purposes are dittoed).
4. List classification or organization matters requiring discussion with Forest personnel--pending, or in-the-offing.
5. List other matters on which discussion or investigation is desired by other members of Division of Personnel Management.

B. On the Forest

1. Conference with Supervisor and Administrative Assistant (and/or others as desired); and
2. Add to the list of positions ("A.(2)" above), others considered to require some action; obtain Description of Duties for these positions.
3. Prepare travel plan to Ranger and other field stations, including small route map:
 - (a) With the member of the Supervisor's office, who is to participate in the audits (generally the Administrative Assistant) but (always, if at all possible), the member of the office responsible for final review of Description of Duties before they are sent to the Regional

Office. (The audits, and time spent in traveling to stations provide opportunities for training in the preparation of position descriptions, principles of classification and organization, and allocation factors for various positions.)

- (b) Correlate travel with audits of positions in the Supervisor's office, so that it will be most convenient for the accompanying officer. See that Rangers are advised regarding time of audits on their districts.

4. Review position descriptions with the incumbents of the positions whenever possible, or the supervisor of the position. (When the position can be reviewed with the incumbent, the audit also determines more definitely whether or not the supervisor of the position is redeeming his responsibility for review.)
 - (a) Correct the description (copy you have brought with you) during the review, unless major changes are necessary: Delete duties not performed; revise description, if duties are not performed as described; add new duties. If new or revised specifications have been published since position was described, include new allocation factors.
 - (b) Obtain agreement between incumbent and supervisor regarding changes in description of duties, and have them initial your copy.
 - (c) If major changes are necessary, and making them would cause too much delay, arrange with supervisor of the position to provide a new description by a specified date. Make such notation on your copy of the description.
 - (d) If no changes are necessary, so note on description, date and initial. (Supervisor should enter such dates on his position chart.)
5. When an undesirable grade change is indicated by a review, advise supervisor of position privately, and suggest possible adjustments in organization or assignments.
6. Review classification guides and instructions in the Forest Service Manual, particularly with the supervisors of positions, and give them further advice as found necessary. Determine if additional manual supplements are needed to assist the Forest officer in preparing or revising position descriptions. Make notes to prepare such additional instructions and guides.
7. In Forest office and Field Stations review Position Charts to see if review dates have been properly posted in connection with the "Classification Review Plan." Compare with Regional Office Classification Charts. Inspect "K PERSONNEL

Classification" file. (In Supervisor's office consider advisability of suggesting a "Classification Handbook" for the use of the employee responsible for final review of Position Descriptions.)

8. Before leaving the Forests:

- (a) If possible, prepare a memorandum listing by positions the work you will do without further information or action from the Forest personnel; and the information to be provided (B.(4)(c) etc.) by members of the Forest.
- (b) If time is available, and not needed for other tasks such as "6" and "7", complete descriptions or re-descriptions of positions needed in the Forest office for review and approval by supervisors, and duplicating later in the Regional Office.
- (c) Discuss organization of any unit, which does not appear to be organized in accordance with accepted principles, and suggest possible adjustments.

C. After returning to Regional Office

- 1. Complete B. 8a. and 8b., if not completed on the Forest.
- 2. Prepare report of audit including recommendations for necessary or desirable action. At least one copy for Forest involved.
- 3. Prepare supplements to the Manual (see B."6" above), or add this task to job list.

